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ABSTRACT

A hearing was held on H.R. 4086, the Youth Development Block Grant of 1993, a bipartisan bill introduced by Representatives Constance A. Morella (Maryland) and Donald M. Payne (New Jersey). The purpose of the initiative was to expand community-based youth development programs for youth aged 6 to 19 years. The bill was supported by the National Collaboration of Youth, a coalition of 15 major youth serving organizations, collectively serving over 25 million young people. The bill would fund programs that help youth reach their fullest potential through youth clubs, sports and recreation, mentoring programs, leadership development, substance abuse and delinquency prevention, and community service programs. Fund allocation would be based on a state's total school-age population, the percentage of that population living in poverty, and the increase of juvenile crime in the state. Although the opening statement by Representative Cass Ballenger (North Carolina) expressed doubts that the bill was necessary, statements by the bill's sponsors advocated its passage. A number of representatives of youth programs spoke about the necessity for such programs and the need for further funding. Their remarks are followed by their prepared statements and supporting documentation, including some descriptions of successful programs. (SLD)

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JOINT HEARING ON H.R. 4086, THE YOUTH DEVELOPMENT BLOCK GRANT ACT

ED 389 801

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION
AND CIVIL RIGHTS

AND THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

JOINT HEARING HELD IN WASHINGTON, DC, AUGUST 4, 1994

Serial No. 103–119

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JOINT HEARING ON H.R. 4086, THE YOUTH DEVELOPMENT BLOCK GRANT ACT

THURSDAY, AUGUST 4, 1994

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS, AND SUBCOMMITTEE ON HUMAN RESOURCES, COMMITTEE ON EDUCATION AND LABOR, *Washington, DC.*

The subcommittee met, pursuant to call, at 10 a.m., Room 2175, Rayburn House Office Building, Hon. Major R. Owens, Chairman, presiding.

Members present from Subcommittee on Select Education and Civil Rights: Representatives Owens, Payne, Scott, and Ballenger.

Staff present: Wanser Green, Robert MacDonald, Chris Krese, and Lee Cowan.

Members present from Subcommittee on Human Resources: Representatives Martinez, Romero-Barcelo, and Molinari.

Staff present: Alex Nock and Lester Sweeting.

Also present: Representative Morella.

Chairman OWENS. Please take your seats. The joint hearing on H.R. 4086, the Youth Development Block Grant Act, is now in session.

Today's hearing on H.R. 4086, the Youth Development Block Grant Act, will address the plight of our Nation's youth. More so than in any other time in our Nation's history, our children and young adults are in peril. They face a national epidemic of violence in the streets, in their homes, and even in their schools. Teenagers are the age group most victimized by crime and they live in a Nation where homicide is the leading cause of death among African-American males and females aged 15 to 24. Since 1984, gun homicides by teenagers have tripled, and an estimated 100,000 children carry guns to school each day.

In addition to this onslaught of violence, our children face many other grave challenges. In 1992, there were an estimated 2.9 million cases of child abuse and negligence, with over 1,200 resulting in death. There are an estimated 1,336 babies born to teen mothers each day. One in five American children lives in poverty. Youths are dropping out of school in ever-increasing numbers with poor teens more than three times as likely to drop out; and 68 percent of those arrested are functionally illiterate. Approximately 27 percent of American children live in single-parent homes, or those living with two parents have both parents working one and two jobs in order to support their family.

To ensure that our young reach their full potential, we must make the needed investments without which our Nation will not

prosper. In order to learn to respect and be respected, our children need positive experiences to counter the negatives they face every day. We need to attack the whole problem, including those faced by the child, the family and the community. We need to coordinate a comprehensive school- and community-based effort to face these problems head on. We need to send a message to our youth that they are worth saving. We need to start now.

[The prepared statement of Hon. Major R. Owens follows:]

STATEMENT OF HON. MAJOR R. OWENS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Today's hearing on H.R. 4086, the Youth Development Block Grant Act, will address the plight of our Nation's youth. More so than in any other time in our Nation's history, our children and young adults are in peril. They face a national epidemic of violence in the streets, in their homes, and even in their schools. Teenagers are the age group most victimized by crime and they live in a Nation where homicide is the leading cause of death among African-American males and females aged 15-24. Since 1984, gun homicides by teenagers have tripled, and an estimated 100,000 children carry guns to school each day.

In addition to this onslaught of violence, our children face many other grave challenges. In 1992, there were an estimated 2.9 million cases of child abuse and neglect, with over 1,200 resulting in death. There are an estimated 1,336 babies born to teen mothers each day. One in five American children live in poverty. Youths are dropping out of school in ever-increasing numbers; and 68 percent of those arrested are functionally illiterate. Approximately 27 percent of American children live in single-parent homes, or those living with two parents have both parents working one and two jobs in order to support their family.

To ensure that our young reach their full potential, we must make the needed investments without which our Nation will not prosper. In order to learn to respect and be respected, our children need positive experiences to counter the negatives they face every day. We need to attack the whole problem, including those faced by the child, the family and the community. We need a coordinated, comprehensive, school- and community-based effort to face these problems head on. We need to send a message to our youth that they are worth saving. We need to start now.

Chairman OWENS. We have just heard the bell for a vote. I am going to ask Mr. Ballenger if it is all right if I let Mr. Martinez make an opening statement, because he has to go and he won't be able to come back; and then we will continue with opening statements after we come back from the vote. We will recess for ten minutes for a vote.

Mr. Martinez.

Mr. MARTINEZ. Thank you, Mr. Chairman. It is really an honor to be able to work with you again. I have always had a great deal of pleasure in working with my distinguished colleague from New York, Mr. Owens, and this is no less an honor in this particular endeavor.

As Chairman of the Subcommittee on Human Resources, I would say that our committee has had some experience with legislation that deals with at-risk youth. We have jurisdiction over the juvenile delinquency prevention program, and in that, we have held countless number of hearings. As the Chairman has said, there are a great many youth at risk out there, and there is a great deal of violence in our streets that doesn't necessarily have to exist. I notice that the Boys and Girls Clubs of Greater Washington are going to testify here today, and one of the young men that will testify gives us the experience of how that experience changed his life.

I know firsthand how that works, because in my own district in the City of Monterey Park, where I was the mayor, there was a

Boys and Girls Club initiated there; and I happened to be Chairman of the—or actually President of the Rotary Club at the time, and took on as a Rotary responsibility the sponsorship of that club. And there were many people in the community that had questions about what the club would be. Would it be a gang headquarters or something else? As it turned out, it was just the opposite. What it turned out to be is a deterrent to gangs.

There was one particular gang that had just started called Poor Side, and it was appropriately named because it came from a very poor side of town. The fact is that with the Boys Club influence there and the tutoring that the directors of the Boys Club gave the young people there, today there is no Poor Side. That gang no longer exists.

That may be an exception, but I don't think so. I think in many places and in many cases, especially in individual's lives, it isn't the exception; it is the rule, as will be testified to today by youth from the Greater Washington Boys and Girls Club.

But having said all of that, I think that there is something that we need to do in order to be able to facilitate the funds that we have, the limited amount of funds that we have on the Federal level to be able to extend that as far and as far-reaching as we can. And for that reason, I look forward to the witnesses that are going to testify here today, and thank them for taking their time to come and testify before us.

Thank you.

[The prepared statement of Mr. Martinez follows:]

STATEMENT OF HON. MATTHEW G. MARTINEZ, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Thank you, Mr. Chairman. First let me say that I am honored to again have this opportunity side by side with my distinguished colleague from New York. In addition, I would like to extend a welcome to today's witnesses and other individuals to this hearing on the Youth Development Block Grant Act.

As Chairman of the Subcommittee on Human Resources, some would say that I have some experience with at-risk youth. Let me add that growing up in East Los Angeles gave me first hand experience and I could be witness as to the conditions in which our youth live and to the benefits of programs, such as those that have joined together within the National Collaboration for Youth.

I am familiar with the good work of many of these local and national organizations. As members of the Rotary Club in Monterey Park we worked hard to establish a local boys and girls club in my neighborhood. Our community was in the position to know what was needed for the kids in our city, who better—and it has made a difference—not only to the kids, but also to the parents and the entire community. They feel the immediate and lasting effect.

The need to provide other alternatives to today's youth must go beyond what we have done in the past.

We can't ask our schools to be everything.

Statistics indicate that kids spend approximately 40 percent of their free time out of school—where are they? What are they doing?

They are hanging with their friends on the streets or in the malls.

We've known for some time that kids need structure, the interest of a concerned adult, constructive, positive alternatives to gangs and drugs—so many of the things our youth go without.

Tuesday, Education and Labor began its hearings into welfare reform.

Many of these kids who are the targets of these programs will soon be making decisions that may lead them onto the welfare rolls—as teen parents.

One of our colleagues in the other body says that he is convinced that most teen pregnancies occur between 3 p.m. and 6 p.m.—when unsupervised and idle children begin to explore their physical desires.

While I don't quite agree with this theory, I do believe that kids who go unsupervised for great amounts of time will participate in irresponsible behavior of any nature.

The programs that have joined together in promoting H.R. 4086 use proven, effective alternatives that fill idle time with valuable activities that teach these kids that someone cares and that there are better and more productive things in which they can be involved.

Among the many positive aspects of the Youth Development Block Grant is the attention to local involvement and the involvement of youth in the design and implementation of activities.

It is my opinion, shared by others, that personal involvement brings with it a greater commitment to any undertaking.

From this East Los Angeles kid—I would offer my appreciation to these outstanding programs and would again like to welcome everyone to today's hearing.

Thank you Mr. Chairman.

Chairman OWENS. The committee will recess for 10 minutes.

[Recess.]

Chairman OWENS. Please take your seats.

We are pleased to welcome Representative Morella to join us on today's panel. We will proceed now with an opening statement by Mr. Ballenger.

Mr. BALLENGER. Thank you, Mr. Chairman. I am sorry I was a little bit late, but we were trying to help the gentleman in the wheelchair get through the door, and I didn't know how to open half the door. It is not that they completely educate us here in the building, but I didn't do it very well anyhow, but luckily he made it in.

Let me thank you, Mr. Chairman, I would like to commend my colleagues, Representatives Payne and Morella for their good intentions in introducing H.R. 4086, the Youth Development Block Grant of 1993, which is supposed to expand the community-based youth and development programs for six- to nineteen-year-olds. But given the volume of existing Federal youth programs which are catalogued in this notebook, compiled by the Mott Foundation, entitled Targeting Youth, the Source Book for Federal Policies and Programs, plus $7.4 billion worth of preventive programs that are in the crime bill conference report that we are supposed to vote on tomorrow, I don't see the need for yet another duplicative social spending program.

For example, let me highlight for you some of the 28 prevention programs that are in the crime bill, the crime bill conference report. There is a Youth Employment and Skills grant program of $650 million, the Community Youth Academies for $40 million, the Hope and Youth program for $20 million, the Olympic Youth Development program for $50 million, the Youth Violence Prevention program of $50 million, and the Anticrime Youth Councils for $5 million, and it goes on and on.

It just seems to me that the only thing the youth development block grant is going to add to is the deficit that we are passing on to our youth. Nevertheless, I do look forward to hearing our witnesses today discuss this bill and how they may be able to fit it into their praiseworthy private efforts to provide disadvantaged youth with future opportunities.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you very much. Maybe we can explore later the gentleman's idea that the administration of the programs is the problem, and that prevention of the crime problems should

be in the hands of the kinds of groups that we are talking about today.

Mr. Payne.

Mr. PAYNE. Thank you very much, Mr. Chairman. Let me thank you for calling this very important hearing. We realize that there was a difficulty in scheduling and we appreciate your accommodating the organizations that are very interested in this bill. Also, I would like to commend Mr. Martinez for his interest in this legislation.

I am especially grateful because the Youth Development Block Grant, H.R. 4086, is a bill that was introduced back in March with my distinguished colleague, Ms. Connie Morella; and the difficulty of getting bills of this nature to move forward is certainly indicative of the problem that we have.

And the statements made by my colleague, that in the crime bill there are some things that seem like they are duplicative. The problem was that the original crime bill was simply about building jails, saying three strikes you're out, putting in 60-some-odd different death penalties, and a lot of punitive provisions. Because of the inability to get support, the administration decided, sort of as an afterthought, to increase prevention.

We were ahead of the curve. We have been talking about this for several years. And so I would be glad also to work with the distinguished gentleman from the other side to see whether we can get the funding for this block grant from the crime bill if it passes, and to have the organizations, as the Chairman indicated, who have been working with these various problems for decades, be the organizations that will then be entrusted with running the particular programs. I think it is a very important issue.

Let me welcome two persons from my district, Ms. Carolyn Wallace with the International Youth Organization in Newark, a very outstanding program that the Majority Leader, Mr. Gephardt, took time to visit about half a year ago while visiting the outstanding programs that are being conducted in the center part of Newark.

I also would like to welcome Ms. Elnora Watson, who is the Executive Director of the Urban League of Hudson County and Jersey City, another part of my district, who has also been working very diligently with young people.

Of course, my long time interest, as a former teacher, is with my work with the YMCA at a local level and nationally and internationally; I am currently a member of the board of the local Y and the Boys and Girls Clubs. I feel very strongly that this is the type of approach that we should take.

Let me begin by saying that the purpose of this initiative is to expand community-based youth development programs for youth ages six to nineteen. The bill is a bipartisan effort, as you know, with my good colleague, Ms. Morella, from the great State of Maryland; and in conjunction with the National Collaboration of Youth, a coalition of 15 major youth-serving organizations which collectively serve over 25 million young people in this Nation.

Much of our Federal policy is reactive instead of proactive. As I indicated, the crime bill was basically to build jails and then some prevention—an ounce of prevention, as a matter of fact. So I am

glad that we are trying to talk about a proactive effort. And we focused on youth in current programs that are already in crisis.

So much of our thinking and our policy is short-termed and short-sighted. We provide funding for programs that assist youth once they become pregnant, drop out of school, join gangs or commit crimes. But we provide very little help to programs designed to work with youth before they engage in such high-risk activities. Experience shows us that it is far more cost-effective to intervene earlier, before children have experienced trouble, and to help them to develop skills and create options so that they can pursue a positive path in life; and I think that is very important. Many of the young people do not have options, and this bill would assist that.

For too long we have relied on schools alone to meet the developmental needs of youth. Once children turn six and enter school full-time, we convince ourselves that the school can assume the entire burden of addressing the social, the moral, the physical, the emotional and the cognitive needs of our young people; and once they enter school, we feel that it is the problem of the local board of education. Furthermore, I believe that we can learn from the experiences of community-based groups which have improved the lives of millions of Americans. Moreover, youth organizations have the credibility and expertise to meet the growing challenges facing youth today. Yet community-based organizations find it very difficult to reach youth without resources from the government; and they could serve many thousands more of unserved youth if they had this assistance. This is why I believe that the Youth Development Block Grant is so important. It will provide community-based organizations the necessary funds to serve those in need while helping youth programs coordinate their efforts.

The YDBG would fund programs that help youth reach their fullest potential through youth clubs, sports and recreation, mentoring programs, leadership development, substance abuse and delinquency prevention and community service programs. To better serve our low-income youth, allocation of funds for the YDBG will be based on a State's total school-age youth population, the percentage of that population living in poverty, and the increase of juvenile crime in that State. This formula gives priority to the communities we are most concerned about, the community with the highest concentration of low-income youth who are at risk.

Let me once again thank all of the witnesses for being here including Mr. Lynn Swann. I look forward to hearing your comments and suggestions on how we can produce the best possible piece of legislation to better serve you and our young people in our communities and the organizations that have such an outstanding record in the past.

Thank you, Mr. Chairman.

Chairman OWENS. Ms. Morella?

STATEMENT OF HON. CONSTANCE A. MORELLA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MARYLAND

Mrs. MORELLA. Thank you very much, Mr. Chairman. Again, I want to thank you and also express my appreciation to Chairman Martinez for this joint hearing. It is a very important and very

timely issue, particularly with the backdrop of the crime bill; and we will get into that.

I am not a member of this particular—either of these two subcommittees, and so I particularly appreciate the invitation to join you here to make an opening statement and to listen to the witnesses and to later introduce Lynn Swann, who is on the second panel, who is the National President of Big Brothers and Big Sisters of America; to commend Carmen Delgado Votaw, who has been very much involved with steering this particular bill that has been put together by 15 different community groups; and to welcome Joel Mann, who is from Montgomery County, Maryland, who will be the first person to testify.

Childhood is supposed to be a sheltered time away from the problems and woes of the world. Unfortunately, violence has escalated against those we have the greatest duty to protect. Childhood is dying; it is a story of our times.

Young Americans are being killed at rates far higher than in any other country. The Chicago Tribune reports that in the Chicago area, in 1993, 61 children under the age of 15 were slain, shot, stabbed, beaten, burned, shaken, strangled, drowned, starved or burned. Those are all quotes.

In Washington, DC., a study by the American Psychological Association of first and second graders reveals 45 percent indicated that they had seen someone mugged, 31 percent had seen someone shot, and 39 percent had seen dead bodies—first and second graders, right here in the Nation's capital. Many youngsters have said they expected to die before reaching adulthood.

Fragmentation of the family contributes to the unprecedented challenges that face our Nation's youth. According to the Census Bureau in 1992, nearly 25 percent of children under nine live below the poverty level. Half a million of these children were born to single, teenage mothers. And the Guttmacher Institute estimates that 21 percent of white teenage girls and 40 percent of minority teenage girls will become pregnant at least once by age 18.

The connection between drug and alcohol abuse and of violence against our children is undeniable. Drugs contribute to the breakup of families and often are at the root of neighborhood crime and violence. According to a 1993 University of Michigan study, 10 percent of eighth graders, 18 percent of tenth graders, 23 percent of high school seniors reported that they had been offered an illegal drug at school.

The litmus test of the 1990s will be how we restore innocence, security and physical safety to childhood. We, in Congress, are constantly engaged in heated debate about most issues. However, I think that we can all agree that past policies have not adequately addressed the problems of our at-risk youth.

The Youth Development Block Grant Act would provide positive programs for our endangered kids that will help them to grow into productive citizens. This legislation would encourage community-based organizations to work together to keep our youngsters busy doing meaningful activities after school. Organizations like the Boys and Girls Clubs, Girls, Inc., Big Brothers and Big Sisters could work together, the Y's, all of them, each bringing a wealth

of experience to help young people meet the challenges of their environments.

Often these organizations are competing against each other for funds for their worthwhile programs, and this legislation would build on the strength of these community-based groups, allowing them to coordinate—to coordinate their efforts to serve at-risk youth. So really it saves money.

The biggest challenges facing our kids are outside of the classroom. Too many young people come home to empty houses after school. Left on their own for long periods of time, they turn to gangs, drugs, and crime as they search for connection to other human beings, a sense of belonging.

This bill, H.R. 4086, developed by the National Collaboration for Youth, a group of 15 national youth-serving organizations that serves more than 25 million youth each year, is so crafted that the funds would go directly to the local communities for programs designed to meet the needs of local youth.

As a matter of fact, my distinguished colleague in the 100th Congress class with me indicated, I think appropriately with all of these prevention programs, where is the money going to come from? A major response is, we can reallocate existing resources; and that is what is planned in this bill. The National Collaboration for Youth believes that the bill can and should be funded through reallocation of existing resources. It is reasonable to expect that between one-third and one-half of the Youth Development Block Grant funds could be obtained by consolidating categorical youth development programs, and the remainder could be obtained by reallocating funds for nonyouth programs, such as drug interdiction funds.

The groups that collaborated wanted to maintain their independence from the Federal Government. Consequently, programs federally funded for the first year are at 80 percent of what was designated as the reallocation of existing resources. The second year, it would be 60 percent; the third year, 50 percent; the fourth year, Federal funding drops to 30 percent. So it is a very fiscally responsible piece of legislation.

The Youth Development Block Grant Act will enable so many time-tested organizations to reach out to millions of currently underserved youth. It is an investment in our Nation's future that will afford young people with the positive opportunities they need and deserve.

I thank you, Mr. Chairman, for the generosity of the extra time.

Thank you.

Chairman OWENS. Thank you.

Mr. Scott.

Mr. SCOTT. Thank you, Mr. Chairman. I think some of what I wanted to say has already been said, so I will just summarize my opening statement. Particularly in light of the comments made by the lady from Maryland and the gentleman from North Carolina, our obligation, as legislators, is to try to allocate the money we spend as intelligently as possible to achieve the goals we are trying to achieve.

We have a lot of problems with our youth in terms of teen pregnancy, dropping out of school, drugs and crime; and we spend a lot

of money dealing with these problems. Just to give an example of what we are willing to spend money for, the idea of abolishing parole is very popular, and it has been evaluated from a cost point of view. Abolishing parole—a bill to do that passed the Virginia State House on a vote of 90 to 8—and it would cost the Commonwealth of Virginia approximately $2.6 billion and $1 billion a year after that to run the prisons.

For that same amount of money, we have precincts in the Commonwealth of Virginia that have 1,500 to 3,000 voters. You could put a brand-new million dollar Boys and Girls Club or family resource center in every precinct in the Commonwealth of Virginia, fully staffed, and with the money that is left over, you could guarantee college scholarships and summer jobs for every poor kid in the State for 20 years.

Now, there is no evidence that abolishing parole reduces crime, and yet we are willing to spend that kind of money. So as we look at the crime bill and $30 billion. I was delighted to hear my friend from North Carolina compliment the crime bill on many of the excellent programs that are already in the crime bill. I think they were compliments; I am not sure, but I took them as compliments.

So we are willing to spend a great deal of money dealing with our problems, and our focus is what the best use of this money is going to be. We have heard of the good work that many of the programs that we will hear from today have already done. I just want to point out a couple of things.

One is the requirement for the public-private partnership where the programs receive assistance from government funds, but require the local match. I think that is extremely important. Because when you have that local investment, you are much more likely to bring in not only the local financial dollars for the match, but also a lot of volunteer effort and a lot of support that is hard to measure.

I would also want to question the 70 percent. I would like to see it capped off at a 50 percent local match. I assume that will be discussed as we go.

I also want to point out that we need to look at an evaluation component. I think there is an evaluation component in the bill. That needs to be as strong as possible, because many of the prevention programs are worth their weight in gold, solve many problems, save more money than the programs cost; other programs that are called prevention programs are, frankly, a waste of money. We need to put our money into those programs that actually work and avoid those programs that don't.

So I look forward to hearing the testimony. I congratulate my friend from New Jersey and the lady from Maryland for introducing the legislation and look forward to the testimony and look forward to having this added to that fine list of programs that my friend from North Carolina mentioned in the crime bill.

Chairman OWENS. Ms. Molinari.

Ms. MOLINARI. Thank you, Mr. Chairman.

I, too, want to compliment Representatives Payne and Morella for their efforts to improve the lives of our disadvantaged youth. I also want to take a moment to praise all the groups that have been involved in formulating and promoting this legislation—groups like

the Boys and Girls Clubs, Big Brothers, Big Sisters, the YMCA and the YWCAs, Boy and Girl Scouts and many others. These are the groups that should be commended because they are really the ones that are on the front lines, day in, day out, trying to help our Nation's youth.

At this point, however, I would also like to thank Senator Kassebaum who, along with Representatives Payne and Morella have been the prime congressional movers; and I know that we have one or two Members of Senator Kassebaum's staff here today who helped to form this legislation, and we thank you for your constant attention to this.

However, let me just say, like my colleague, Mr. Ballenger, I too am concerned about the duplication of effort when it comes to our Federal youth programs; and I am encouraged by the stated intentions of the sponsors of this legislation that they will use it as a vehicle for coordinating and consolidating many of our Federal youth programs.

When we do look at the crime bill conference report and the prevention programs, I think we could have done a little bit better in trying to consolidate and perhaps more adequately and accurately direct the targeting of these funds, if that consolidation and that closer look would have taken place.

Nonetheless, I am delighted that we are here today to discuss consolidation, discuss the possibilities of coordinating these programs with the Youth Development Block Grant; and I do want to thank all of the sponsors, in particular again Congressman Payne, Congresswoman Morella, and in absentia, Senator Kassebaum for all of the work that they have done to bring us to this point of enlightenment here today.

Thank you, Mr. Chairman.

Chairman OWENS. Mr. Romero-Barcelo.

Mr. ROMERO-BARCELO. Thank you, Mr. Chairman. My statement will be included later on in the record, with the consent of the Chairman and the committee.

At this point in time, I will just pass and wait to see what the witnesses have to say.

Thank you.

Chairman OWENS. Thank you.

We are pleased to welcome as our first panel Mr. Joel Mann, Boys and Girls Clubs of Greater Washington; Ms. Carolyn Wallace, International Youth Organization, Newark, New Jersey; Ms. Isabel Carter Stewart, National Executive Director, Girls, Inc.

We have copies of your written statements which will be entered in their entirety in the record. Please feel free to summarize them in your oral remarks. You will have a chance to elaborate on your points during the question-and-answer period.

We will begin with Mr. Mann.

STATEMENTS OF JOEL MANN, BOYS AND GIRLS CLUBS OF GREATER WASHINGTON, SILVER SPRING, MARYLAND; CAROLYN WALLACE, INTERNATIONAL YOUTH ORGANIZATION, NEWARK, NEW JERSEY, ACCOMPANIED BY RAESHEEA SMITH, SAM SYKES, YUSEF KINCHEN AND KLAVAUS JACKSON; AND ISABEL CARTER STEWART, NATIONAL EXECUTIVE DIRECTOR, GIRLS, INCORPORATED, WASHINGTON, DC

Mr. MANN. Good morning, Chairman Martinez——

Chairman OWENS. Can you pull the mike close to you?

Mr. MANN. [continuing] Chairman Owens, Congressman Donald Payne, Congresswoman Connie Morella and Members of the committee. I am Joel Mann, a 14-year-old from Silver Spring, Maryland, and I am the Boys and Girls Clubs Youth of the Year. I am honored to have this opportunity to speak with you on how my life has changed because of the Boys and Girls Clubs. I ask that my full statement be submitted for the record. I will summarize my remarks for the committee.

Greater Washington Boys and Girls Clubs has been very important in my life because it is a place where young people can go and have fun as well as develop important skills. The Boys and Girls Clubs has been a place where I have had many opportunities and made important friendships. In addition to all the friends I have made, the Boys and Girls Clubs has been a place where I have been able to mature and become a role model for others. The club has helped me learn how to be a leader, a skill I will need later in life in order to succeed.

When I moved from New York, I was a third grader and I had a lot of trouble adjusting to my surroundings and environment. I was having problems for a lot of different reasons. The problems that hurt and distracted me the most were my family problems. We had to move because my mother had a very abusive boyfriend at that time. She moved us here so that we would not have to suffer. Today, when I think about why my mother moved us, I can understand that she did it for our best interests and safety. At the time, though, I couldn't understand why our family had been uprooted. I was angry and confused, and this led me to have a very difficult time in school and at home.

It was during this time that I was lucky enough to meet Ken Salem. Ken, who was the Outreach Director of the Boys and Girls Clubs, helped me get interested and involved in the club. The Targeted Outreach Delinquency Intervention program helps get kids off the street and involved in positive activities such as community service, life skills training, and parenthood preparation and decision-making. Instead of being angry and preoccupied with my problems, I was able to discover a new world at the club.

I became involved in SMART Moves, a program that stands for self-management and resistance training. The program helped me learn how to resist drugs, drinking and sexual activity. The program works well because a team made up of staff, parents, older club members and community volunteers works with young people, teaching them the skills needed to resist pressures that lead to negative behavior. The Boys and Girls Club helped me to deal with my problems while having fun at the same time.

In my early days at the Boys and Girls Clubs I learned a lot about how to respond to my feelings and to the people around me. Because of my experience at the Boys and Girls Clubs I was also able to relate better to my teachers and family.

As I got older, I became a peer leader and assisted staff with the planning and getting started with the other activities such as SMART Moves. I also got involved in the Keystone Club, which was really interesting because it allowed me to meet other kinds of people like the elderly and homeless and see new parts of the area that I didn't even know existed. I helped staff plant trees, renovate a new police substation in Silver Spring and renovate the club. I felt like I was helping to make my community a better place to live. I felt like an important contributor.

Adults should understand that young people have a lot to offer. Youth want to be part of the solution, not the problem.

I also spent a good deal of my time volunteering at the club. I started out as a scorekeeper for softball games and basketball games. When I got older, I began to take the responsibility of refereeing both soccer and basketball games. I was able to develop many positive skills as a result of my experience as a referee. The most positive aspect of my personality that I developed was the ability to relate in an official manner to my peers and adults. I learned how to channel and control my emotions. I came to realize that I would be most effective, as a person and a referee, if I were able to be controlled and rational in my behavior. The countless Saturdays I spent volunteering benefited both the club and myself.

Even though I got interested in the club through the Outreach program, the club attracts youth in other ways, such as sports and other friends telling them about it. It offers a lot to the kids in my neighborhood. There are tutoring services for kids who have trouble in school, outdoor activities, homework club, arts and crafts, chess club, newspaper club, planning a What's-Up club, What's-Cooking club, youth of all ages, guidance and counseling service for teenage parents and their families, the education and job skills training for homeless families. The purpose of these programs is to give young people a safe place where they can belong and grow socially by learning how to relate to their peers and work through conflict, grow physically by improving their balance, flexibility, speed, and overall body awareness, and grow academically by working with tutors one-on-one on school subjects.

While the club serves over 13,000 youth and has many success stories to tell, the needs of the community continue to grow. The club would like to bring its programs, such as sports programs, job services and drug prevention activities to more kids in the area. However, without additional funding they cannot do it.

The Youth Development Block Grant could provide the funding that the club needs to serve all the youth that come through their doors. The State of Maryland would receive over $6 million that could help all different types of youth development programs expand and provide new opportunities to boys and girls.

I know from my own experience that if more young people get involved with adults who care about them and offer them activities that help steer their interests away from the streets and their problems, more kids will succeed.

Over the past 10 years, the Boys and Girls Clubs has meant so much to me that sometimes it is very hard to express how important the Boys and Girls Clubs has been in my development. The club has been an irreplaceable part of my development throughout my life. I would hate to think of what would have happened to me if the club did not exist. And I would hate to think about what is going to happen to all those people who aren't as lucky as I have been.

I respectfully ask that you pass the Youth Development Block Grant this session so that other young people can get lucky, too.

[The prepared statement of Mr. Mann follows:]

Joel Mann

Chairman Martinez, Chairman Owens, Congressman Donald Payne, Congresswoman Connie Morella, and Members of the Committee, I am Joel Mann. I am 14 years old and I am the Silver Spring, MD Boys and Girls Clubs Youth of the Year. I am honored to have this opportunity to speak with you on how my life changed because of the Boys and Girls Clubs and the importance of passing the Youth Development Block Grant.

Greater Washington Boys and Girls Clubs has been very important in my life because it is a place where young people can go and have fun as well as develop important skills. The Boys and Girls Clubs has been a place where I have made many important friendships. In addition to all the friends I have made, the Club has been a place where I have been able to mature and become a role model for others. The Club has helped me learn how to be a leader -- a skill I will need later in life in order to succeed.

When I moved here from New York I was in the third grade and I had a lot of trouble adjusting to my surroundings and environment. I was having problems for a lot of different reasons. The problems that hurt and distracted me the most were my family problems. We had to move because my mother had a very abusive boyfriend at the time. She moved us here so we would not have to suffer. Today, when I think about why my mother moved us I can understand that she did it for our best interests and safety. At the time, though, I couldn't understand why our family had been uprooted. I was angry and confused and this led me to have a very difficult time in school and at home.

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I became involved in SMART Moves -- a program that stands for Self Management and Resistance Training. The program helped me learn how to resist drugs, drinking, and sexual activity. The program works well because a team made up of staff, parents, older Club members, and community volunteers works with young people teaching them the skills needed to resist pressures that lead to negative behavior. The Boys and Girls Clubs helped me to deal with my problems while having fun at the same time. In my early days at the Club I learned a lot about how to respond to my feelings and to the people around me. Because of my experience at the Club I was also able to relate better to my teachers and family.

As I got older I became a peer leader and assisted staff with the planning and implementation of the SMART Moves program. I also got involved in the Keystone Club (a community service program) which was really interesting because it allowed me to meet different kinds of people like the elderly and the homeless and see new parts of the area that I didn't even know existed. I helped staff soup kitchens, planted trees, and renovated a new police substation in Silver

Spring. I felt like I was helping to make my community a better place to live; I felt like an important contributor. Adults should understand that young people have a lot to offer. Youth want to be part of the solution, not the problem.

I also spent a good deal of time volunteering at the Club. I started out as a scorekeeper for softball and basketball. When I got older I began to take on the responsibility of refereeing both soccer and basketball games. I was able to develop many positive skills as a result of my experiences as a referee. The most positive aspect of my personality that I developed was the ability to relate, in an official manner, to my peers and adults. I learned how to channel and control my emotions. I came to realize that I would be most effective, as a person and a referee, if I were able to be controlled and rational in my behavior. The countless Saturdays I spent volunteering benefitted both the Club and myself.

Even though I got interested in the Club through the Outreach program, the Club attracts youth in other ways. It offers a lot to the kids in my neighborhood. There are tutoring services for kids who are having trouble in school; dance classes like modern-jazz, tap, and dance-a-cise for young people of all ages; guidance and counseling services for teenage parents and their families; and remedial education and job skills training for homeless families. The purpose of these programs is to give young people a safe place where they can belong and grow socially by learning how to relate to their peers and work through conflict, grow physically by improving their balance, flexibility, speed, and overall body awareness, and grow academically by working with tutors one-on-one on school subjects.

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Thank you for this opportunity to testify.

Chairman OWENS. Ms. Carolyn Wallace.

Ms. WALLACE. Thank you.

Mr. Chairman, members of the subcommittee, and colleagues of the youth development community, I am Carolyn Wallace, executive director of the International Youth Organization, known as IYO, of Newark, New Jersey, an administrator of the New Jersey Youth Corps of Newark, which is one of 11 such programs in New Jersey. I am here to speak to the needs of inner-city youth throughout America.

No doubt, most of my experience has been with youth and their families in Newark. Nonetheless, I have traveled extensively across the Nation and have served on sufficient national and State boards and commissions to have learned that our experience in Newark is very similar to that of our counterparts in most all other of the Nation's 75 central cities. Let no one think that the young people in suburbia are immune to the same decadent influences affecting young people everywhere.

When my husband, James, and I began IYO in 1970, our major concern was that every young person go to college, and many did. There was also a large amount of parental support. These parents reached their goals, moved out of the city and left a great void. They benefited from the initial funds sent into inner cities.

Youth development is such an urgent issue because we appear to have failed so miserably with the generation coming up today; and we have failed so badly in large part because we have been unwilling to pave the course as we go along; consequently, we have waited until the problems become so awesome that the costs are nearly bankrupting us. It is a rotten shame that we have to spend billions on new prisons while we allocate a relative pittance on preventive functions. We can either pay now or pay later, but if we only want to pay later, we have to ask ourselves some basic questions.

What happens to our society when its next generation lacks self-confidence, self-discipline and respect, or even regard for others?

What happens to our national economy when so many of our next generation are unprepared to be productive workers?

What happens to our society when so many of our next generation have little or no connection to family structure?

What happens to our society when so many of our next generation are turned off by the educational system, but are turned on by drugs and other forms of instant gratification?

What will happen to us all when so many young parents today feel so overwhelmed and disillusioned?

We must face the fact that the Donna Reed age is gone. Unfortunately, there are no more milk and cookies waiting at home for our children after school.

Those of us serving youth and their families are witness to the need for a national youth development program that is both comprehensive and targeted.

We recognize the urgent need for programs that build teams in cohesive neighborhoods working with youth both individually and in groups. We cannot afford to leave parents isolated, but rather we must motivate and train parents to become agents of change in their own neighborhoods. We wholeheartedly approve of this legislation's emphasis on family development through youth activities.

We greatly appreciate the inclusion of "moral competencies, such as personal values and ethics," as a cornerstone for a true youth development program.

This bill rightfully proposes to start our efforts at an early age and to develop more sophisticated after-school and weekend programming for youth of all ages.

Another big plus is the much neglected emphasis on follow-up functions.

For too long we have seen new initiatives adopted by Washington with the best of intentions, but then fail to sponsor that one extra mile required to achieve success. We must build into the movement sustained efforts to help our youth gain the skills they need for the future.

But even as we focus on the need for early intervention with those youth who have demonstrated documented behavior problems, we also need to pay attention to those boys and girls who display great potential at an early age and even those who are just average children in need of protection from the decadent influences of their environment.

We need to provide a healthy combination of a value-based curriculum, spiritualism and community service opportunities for all of our youth. The value of one's involvement in community service initiatives is for all ages. Again, congratulations on your insight for agreeing to begin at an early age, six years old.

Prevention must come at every level. The Corps Community, for example, has set a new pace and standard for young people. This has been proven by the fact that today the National Association of Service and Conservation Corps is looked upon by large employers as a source for dependable employees and by some large labor unions as a source of new members who will last.

As a part of my extended remarks, I am providing you with an in-depth overview of the Youth Corps movement for your later reading, so I won't take too much time here. But I also need some direction right now from the Chairman, because I have brought some young people that need to speak to this cause, and I don't want to interupt the way you have set this up.

Ms. WALLACE. So I just need some instructions, sir, on how you would like to hear from the young people. Unfortunately, I will never be a 16-year-old pregnant teenager, and I will never have any of the problems that they have; and I would like to present them to you.

Chairman OWENS. I think they could one by one, take the end mike here.

Ms. WALLACE. Okay. I will start with Ms. Raesheea Smith.

[The prepared statements of Ms. Wallace, Ms. Smith, Mr. Sykes, Mr. Kinchen, and Mr. Jackson follows:]

International Youth Organization

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James Wallace, Founder

STATEMENT OF CAROLYN B. THOMPSON-WALLACE
CEO/ EXECUTIVE DIRECTOR OF
THE INTERNATIONAL YOUTH ORGANIZATION AND ADMINISTRATOR OF
THE NEW JERSEY YOUTH CORPS
NEWARK, NEW JERSEY
BEFORE
THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS
AND
THE SUBCOMMITTEE ON HUMAN RESOURCES
OF
THE HOUSE EDUCATION AND LABOR COMMITTEE

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As a part of my extended remarks I am providing you with an in-depth overview of the Youth Corps movement in America.

Now, I wish to present to you four representative Newark youth who have been blessed with the New Jersey Youth Corps and IYO experiences....

Carolyn Wallace

The Corps movement is a full time comprehensive and wholistic approach to cultivate and produce youth leadership in our 16 - 25 years old. The method used of public service opportunities, employment creation and educational opportunities in both urban and rural settings have produced outstanding results.

PUBLIC SERVICE:

Corps undertake service activities which meet the needs of communities and prepare participants for the future. Corps generally organize corpsmembers into crews which work under the supervision of a paid, caring adult All corps provide participants with at least a stipend.

Corps continue the great tradition of the Civilian Conservation Corps of the 1930's and by their nature are a readily deployable labor force. Corps programs from California to Florida continue to provide servicers in times of disaster. Most recently, corpsmembers from the Los Angeles Conservation Corps and the California Conservation Corps assisted lin the cean-up defforts o the debris created by the earthquake., Similarly, the corps surrounding the Mississippi River were immediately enlisted to assist communities ravaged by last summer's devastating floods. The Greater Miami Service Corps and the Florida Conservation Corps were the first groups on the scene to alleviate the suffering caused by Hurricane Andrew. While at the same time , the Corps in Camden and Newark, N.J. were mobilizing their forces to join in that effort. and they did. This in itselt bridges gaps for young people all across the country.

Recent years have seen an expanded role for corps, particularly in urban areas. The New Jersey Youth Corps of Newark was one of only ten programs to complete the Urban Corps Expansion Project. Proving that the discipline and expectations of the Corps can work in the inner cities. Service projects now include housing rehabilitation, recyclying and other environmental projects, as well as direct service to day care centers and elderly centers. Corps now help to conserve the fabric of our communities, as well as our natural resources.

EMPLOYMENT OPPORTUNITIES:

However youth corps provide more than public service to the community, they also provide a comprehensive array of social, education and work skills for the participant to assist them in pursuing long term employemtn and/or futher education.

Corps provide a vital link to the greater job market. Without the copps some corpsmembers would be unemployed or working at unskilled jobs without a future.

Corpsmembers also master the "educational tools" necessary for projects Corpsmembers learn the value of work and explore their goals, skills, aptitudes and preferences. Corpsmembers learn the basic skills of writing a resume, interviewing and seeking out available jobs. Corps assist participants in making the transition from the corps to other work--placing them in jobs, apprenticeship programs and internships.

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EDUCATION:

Corps also supply the access to education that some corpsmembers need in order to complete their development and become truly employed. Service Leaning has become a successful tool in upgrading the academic levels of young people whose pervious educational experiences have been unsuccessful. In doing so, they accommodate a broad range of education needs, from corpsmembers preparing for high school equivalency exams to those who have desire to go to college . Corps have also been very valauble for participants who need basic skills in English proficiency. Corps provide classes in critically important life skills, such as money management, personal health, sexual responsibility and parenting. Corpsmember come from various backgrounds and economic situations. Corps is very proud of its efforts in assisting young women with children to find their place, shoot for a goal and obtain unsubsidized employment.

Young people that successfully go through a Corps experience discover that their livers were changed for the better. Every Corps can tell a dramatic success story: high school dropouts who are now in college, drug dealers and gang members who have begun legitimate careers, and teenage parents who are proud of the example they are setting for their children. and college students who are now richer in the American experience.

YOUTH CORPS ARE COMMUNITY-BASED:

Corps operate under a variety of organizational arrangements. Some are part of tribal, state or local government agencies; others are free-standing, non-profit organizations. Some programs are statewide; the majority, however are locally -based. Some are residential and some are not. In September the New Jersey we will be opening their first Youth Corps residential site at Fort Dix.

YOUTH CORPS CAN QUICKLY EXPAND:

A strong nationwide network of youth corps already exist--Over 100 program in 36 states and the District of Columbia.--and they are capable of rapidly expanding in response to a youth development initiative. Such an expansion would meet a demand that already exists. Corps report as many as 20-25 applicants for every available corps position. In Newark alone, there is a waiting list of 200 16-25 year old high school non-completers.

We appreciate and are very excited about H.R> 4068-Youth Development Block Grant Act. This "Act" can offer to the thousands of young people that are standing waiting for us to assist them, the opportunities that were afforded

years ago to others. They are waiting for an opportunity to have a more healthy, prosperous quality of life.

NEW JERSEY YOUTH CORPS
NEWARK

INTERNATIONAL YOUTH ORGANIZATION
710 South 12th Street•Newark, New Jersey 07103•(201) 621-1135•FAX (201) 824-7977

IYO

James Wallace
Founder
Carolyn Thompson-Wallace
Executive Director

STATEMENT OF KLAVAUS R. JACKSON, AGE 23 NEW JERSEY YOUTH CORPS/NEWARK, N.J.

AND THE INTERNATIONAL YOUTH ORGANIZATION COMMUNITY SERVICE CORPS

BEFORE

THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS

AND

THE SUBCOMMITTEE ON HUMAN RESOURCES

OF

THE HOUSE EDUCATION AND LABOR COMMITTEE

To start off I would like to say and explain what the New Jersey outh Corps/IYO Newark Branch has done for me.

In the middle of the year 1992, May 26, I was accepted into the Corps. I entered the Corps with some doubts in my mind, thinking I would never accomplish my main goal--to obtain my G.E.D. High School Diploma.

Before I made a decision on bettering my life, I was involved in many and violent ways of life. Selling of drugs, fights, guns.

Never spent time in jail, but I watched young adults like myself end up in jail or left to die in the streets.

I finally put my mind (mentally, physically and spiritually) together to make a change for the better.

NJYC/IYO has helped me in so many ways. I have obtained many academic skills and knowledge in class and out. I have my High School Diploma and I put my talents to doing good and not bad.

I've done so well that I have received quite a few awards and letters.

I thank Mr. & Mrs. Wallace and the staff for the direction and path to success that they have put me on. I thank the help I got from me positive friends in the Corps. I could have been one of the unfortunate and unlucky ones. Jail is not the place to be and death is not a celebration.

Attitude, Not Aptitude, Determines Altitude

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NEW JERSEY YOUTH CORPS

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IYO

James Wallace
Founder
Carolyn Thompson-Wallace
Executive Director

STATEMENT OF SAM SYKES AGE 22 NEW JERSEY YOUTH CORPS/NEWARK, N.J.

AND THE INTERNATIONAL YOUTH ORGANIZATION COMMUNITY SERVICE CORPS

BEFORE

THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS

AND

THE SUBCOMMITTEE ON HUMAN RESOURCES

OF

THE HOUSE EDUCATION AND LABOR COMMITTEE

e Prevention Activities of the New Jersey Youth Corps has done a ..t for me. It keeps me off the streets.

When I was on the streets all I knew was selling drugs and drinking. Every day I found myself running from the police. All my friends were doing the same thing I was doing. Nobody was thinking about getting a job because we knew we didn't have a good education because we had dropped out of school. I would see my friends with new clothes and I would get mad and want the same thing. So I thought selling drugs was the way to get it. One day my girl asked me when was I going to stop selling and get a job. I didn't know what to say. I didn't think I would ever find a job because I had never had a job before. She told me about IYO and the New Jersey Youth Corps. So I tried it.

It was hard at first, but I got use to it. I've been a part of the NJYC for 2 years now.

The Corps has made a big change in my life. The Corps helped me to believe in myself, I got a high school diploma and now I am focusing on bigger and better things in my life. I am now a member of the IYO Community Service Corps and sometimes I look at my community and the people I was selling drugs to and I realize it wasn't worth it. People find it hard to believe that I could just turn my life around like that. But if is wasn't for the New Jersey Youth Corps, I don't ' w where I would be now. If given the same chance at prevention a..ybody can turn their life around.

NEW JERSEY YOUTH CORPS NEWARK

INTERNATIONAL YOUTH ORGANIZATION

710 South 12th Street•Newark, New Jersey 07103•(201) 621-1138•FAX (201) 624-7977

IYO

James Wallace
Founder

Carolyn Thompson-Wallace
Executive Director

STATEMENT OF YUSEF KINCHEN, AGE 22 NEW JERSEY YOUTH CORPS/NEWARK AND THE INTERNATIONAL YOUTH ORGANIZATION COMMUNITY SERVICE CORPS

BEFORE

THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS

AND

THE SUBCOMMITTE ON HUMAN RESOURCES

OF

THE HOUSE EDUCATION AND LABOR COMMITTEE

" am here speaking for the hundreds of young people like myself.

Before I came to the New Jersey Youth Corps I was running the streets. I always stayed in trouble if it was stealing cars, robbing people, or selling drugs. I was always being around older people that stayed in trouble and was getting high. I was never home with my family. From the age of 14 I have been in and out of jail.

The last time I went to jail I sat down and thought to myself, "it's time to make a change". When I came home a family member of mine was attending NJYC and she introduced me to the program. It was hard for me at first to adjust to it, as far as having a positive mind on things.

But after spending time in the program I begin to change from a negative state of mind to a positive state of mind.

NJYC has done a lot for me as far as staying out of trouble. The Corps also helped me change my attitude. It helped build up my education, and how to work well with others. NJYC also helped me with working skills and taught me how to give back to my community by doing community service. Again the program has made a big change in my life and without the NJYC I would have been dead or either in jail for the rest of my life.

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STATEMENT OF RAESHEEL SMITH
PROGRAM PARTICIPANT OF
THE INTERNATIONAL YOUTH ORGANIZATION
NEWARK, NEW JERSEY
BEFORE
THE SUBCOMMITTEE ON SELECT EDUCATION AND CIVIL RIGHTS
AND
THE SUBCOMMITTEE ON HUMAN RESOURCES
OF
THE HOUSE EDUCATION AND LABOR COMMITTEE

My name is Raesheea Smith and I am here today because I wanted to come and tell you personally how I feel about International Youth Organization (IYO) and other programs that help youth.

Today I can honestly tell you that I am looking forward to my future. I am a high school graduate and I will be attending Fairleigh Dickinson University as a Computer Science Major in the Fall.

I would like to begin by telling you about my future because it was not something that I always looked forward to. The things that have occurred in my life since early childhood are those which nearly destroyed me.

My mother and father were both victims of everything that existed in a decaying urban environment. My mother was a substance abuser and my father was incarcerated for eleven years of my life. The sense of abandonment that my sister and I experienced began early and it stayed with me personally until I was in the eleventh grade.

There were two forces in my life that I believe enabled me to be here today, one a loving Grandmother who moved us to another neighborhood and

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adopted us and two of the IYO program that my sister and I have attended for the past thirteen years.

It was fortunate that my grandmother realized that we needed the nurturing developmental program that IYO offered.

IYO was not only a place for us to go, it subsequently became a program with a caring family who helped to ease the pain when it was at its greatest and it provided security when it was most needed.

However, my personal problems did not ease or go away. By the 8th grade I entered a period of depression brought on by my mother's death which exemplified the sense of abandonment I felt because of my parents. This feeling was increased when my father returned home and just as quickly left to remarry and after that the accidental death of my baby sister.

This period of my life was one of hospitals and therapy and throughout it all the two influencing forces, remained, my grandmother and IYO who was always there. The IYO staff, Mrs. Brown, Mrs. Jacobs, Ms. Jeanty and others continued to be there for me. They counseled, visited my home and school and all the while encouraging me to believe in myself and my ability to succeed.

I know from my own experience that IYO did make a difference. I believe very strongly in what IYO does and know in my heart that it is the right way to help other youngsters to keep them from destroying their lives and perhaps hurting others.

I appreciate what the committee is doing and only wish that it could do more.

Ms. SMITH. Hello. My name is Raesheea Smith. I am 18 years old, and I am here today because I wanted to come and tell you personally how I feel about the International Youth Organization, one of the programs that helps youth.

Today I can honestly say I am looking forward to my future. I am a high school graduate and will be attending Fairleigh Dickinson University as a computer science major in the fall.

I would like to begin by telling you about my future because it was not something that I always looked forward to. The things that have occurred in my life since early childhood are those which nearly destroyed me. My mother and my father were both victims of everything that existed in the decaying urban environment. My mother was a substance abuser and my father was incarcerated for 11 years of my life. The sense of abandonment that my sister and I experienced began early and it stayed with me personally until I was in the 11th grade.

There were two forces in my life that I believe enabled me to be here today. One, a loving grandmother who moved us to another neighborhood and adopted us; and two, the IYO program that my sister and I have attended for the past 13 years. I was fortunate that my grandmother realized that we needed the nurturing developmental program that IYO offered. IYO is not only a place for us to go; it subsequently became a program with a caring family who helped ease the pain when it was at its greatest and provided security when it was most needed.

However, my personal problems did not ease or go away. By the eighth grade, I entered a period of depression brought on by my mother's death, which intensified the sense of abandonment I felt because of my parents. This feeling was increased by my father returning home and, just as quickly, leaving to remarry; and after that, the accidental death of my baby sister. This period of my life was one of hospitals and therapy; and throughout it all, the two influencing forces remained—my grandmother and IYO, who were always there.

The IYO staff, Ms. Brown, Ms. Jacobs, Ms. Dante, Ms. Wallace and others, continued to be there for me. They counseled, visited my home and school, and all the while, encouraged me to believe in myself and my ability to succeed.

I know from my own experience that IYO made a difference. I believe very strongly in what IYO does and know in my heart that it is the right way to help other youngsters, to keep them from destroying their lives and perhaps hurting others. I appreciate what the committee is doing; I only wish that they could do more.

Thank you.

Chairman OWENS. Thank you. We appreciate your joining us today.

Ms. WALLACE. Mr. Sam Sykes.

Mr. SYKES. Good morning to everyone.

Ms. WALLACE. Good morning.

Mr. SYKES. My name is Sam Sykes, I am 22 years old. I was raised in northern New Jersey and am a graduate of New Jersey Youth Corps in northern New Jersey.

The prevention activities of the New Jersey Youth Corps have done a lot for me. They keep me off the streets. When I was on the

streets, all I knew was selling drugs and drinking. Every day I found myself running from the police. All my friends were doing the same thing I was doing. Nobody was thinking about getting a job, because we knew we didn't have a good enough education, because we dropped out of school. I would see my friends with new clothes, and I would get mad and want the same thing, so I thought selling drugs was the way to get it.

One day my girlfriend asked me, when was I going to stop selling drugs and get a job. I didn't know what to say. I thought I would never find a job because I never had one before. She told me about IYO and the New Jersey Youth Corps, so I tried it. It was hard at first, but I got used to it. I have been part of the New Jersey Youth Corps for two years now.

The Corps has made a big change in my life. The Corps has helped me to believe in myself. I received a high school diploma and now am focusing on bigger and better things in my life. I am now a member of the IYO Community Service Corps, and sometimes I look at my community and the people I was selling drugs to, and I realize it wasn't worth it.

People find it hard to believe that I could just turn my life around like that. But if it wasn't for the New Jersey Youth Corps, I don't know where I would be now. If given the same chance at prevention, anyone could turn their life around. Thank you.

Chairman OWENS. Thank you, Mr. Sykes.

Ms. WALLACE. Mr. Yusef Kinchen.

Mr. KINCHEN. Good morning.

Ms. WALLACE. Good morning.

Mr. KINCHEN. My name is Yusef Kinchen. I am 22 years old, from Newark, New Jersey, and a member of IYO New Jersey Youth Corps. I am here this morning speaking for the hundreds of young people like myself. Before I came to New Jersey Youth Corps, I was running the streets.

Chairman OWENS. Could you speak into the mike, Mr. Kinchen?

Mr. KINCHEN. I always stayed in trouble; I was stealing cars, robbing people or selling drugs. I have always been around older people that stayed in trouble and was getting high. I was never home with my family. From the age of 14 I have been in and out of jail. The last time I went to jail, I sat down and thought to myself, it is time to make a change.

When I came home, a family member of mine was attending New Jersey Youth Corps and she introduced me to the program. It was hard for me at first to adjust to it as far as having a positive mind on things. But after spending time in the program, I began to change from a negative state of mind to a positive state of mind. New Jersey Youth Corps has done a lot for me as far as staying out of trouble.

The Corps also helped me to change my attitude. It helped build up my knowledge of how to work well with others. New Jersey Youth Corps also helped me with working skills and taught me how to give back to my community by doing community service.

Again, the program has made a big change in my life, and without New Jersey Youth Corps I would have been dead or in jail for the rest of my life.

Thank you.

Chairman OWENS. Thank you, Mr. Kinchen.

Ms. WALLACE. Mr. Klavaus Jackson.

Mr. JACKSON. Good morning.

Ms. WALLACE. Good morning.

Mr. JACKSON. My name is Klavaus Jackson. I am 23 years old as of yesterday, August 3, 1994. To start off, I would like to explain what the New Jersey Youth Corps, IYO North Branch has done for me.

In the middle of the year in 1992, May 26th, I was accepted into the Corps. I entered the Corps with some doubts in my mind, thinking I would never accomplish my main goal: to obtain my GED high school diploma. Before I made the decision to better my life, I was involved in many violent ways of life—selling of drugs, fights and guns—never spending any time in jail, but I watched young adults like myself end up in jail or left to die in the streets. I finally made up my mind—mentally, physically and spiritually—to make a change for the better.

New Jersey Youth Corps IYO has helped me in so many ways. I have obtained my academic skills and knowledge in class and out. I have my high school diploma and I put my talents to doing good and not bad. I have done so well that I have received quite a few awards and letters. I would like to thank Mr. and Mrs. Wallace and the staff for the direction and path to success that they have put me on. I am thankful for the help I got from some positive friends in the Corps. I could have been one of the unfortunate and unlucky ones.

Jail is not the place to be and death is not a celebration. Thank you.

Chairman OWENS. Thank you, Mr. Jackson.

Ms. WALLACE. Thank you, Mr. Chairman.

Chairman OWENS. Ms. Isabel Carter Stewart.

Ms. STEWART. Thank you.

Chairman Owens, Chairman Martinez, in absentia, Congressman Donald Payne, Congresswoman Connie Morella and Members of the committee, I am Isabel Stewart, national Executive Director of Girls, Inc.

I would, before beginning, like to congratulate Ms. Wallace on the work she is accomplishing, and to say that Joel and the four young people who just spoke, amplify the points I think we all want to make today; and I thank them for that.

I am honored to have this opportunity to speak with you, as well, about the Youth Development Block Grant. It is obviously a critical piece of legislation that will bring much-needed funding and coordination to the field of youth development.

I want to thank Representatives Payne and Morella especially for introducing the Youth Development Block Grant, and Representatives Owens and Martinez for cosponsoring this landmark initiative and for scheduling this very timely hearing. I am grateful for the commitment and leadership you have shown on behalf of young people in America.

In presenting my testimony today, I also represent many other positive youth development programs across the country, especially those you have heard referenced that are included within the National Collaboration for Youth. As you heard, it consists of 15

prominent national organizations, all dedicated to serving, collectively, 25 million boys and girls, young men and young women across the country.

At my organization, Girls, Inc. our particular focus is on girls and has been for nearly 50 years. It is a national youth service, program development, research and advocacy organization, and our programs are offered through a network of affiliates located in nearly 750 professionally-staffed sites across the country. Girls, Inc. has heavily invested in program development for the past 10 years, and our programs, based on research—and rigorously evaluated, I might add, Mr. Scott—are widely recognized as being on the cutting edge, addressing what girls need to be healthy, productive and confident, both now and later, as young women.

These programs are used by schools, community organizations, professional associations, science museums and health clinics and, of course, by our own affiliates who collaborate with us on the design and testing of them. For our affiliates, improving the lives of girls is not a question of figuring out what works—we know what works; they have the Girls, Inc. expertise to draw upon—instead, it is a question of finding the funding they need to reach more girls in their communities. By our estimate, there are 22 million girls in this country in our age cohort to reach.

America will not make significant progress in the challenges facing young people today unless we address their broader developmental needs. Young people who lack self-confidence—unlike those you have just heard from—self-discipline, respect for others, and a sense of connection to their families and communities are unlikely to be successful in school and far more likely to engage, as you heard, in high-risk behaviors.

Currently, prevention programs are largely focused on younger children, ages four and under, and programs that have proven effective with this age group, such as Head Start, continue to receive increased funding. We have held the schools primarily responsible for the edification of young people ages five to eighteen, our cohort. But with all they will charged to do, schools cannot meet every need. As a result, the nonacademic, developmental needs of our school-aged youth have largely been ignored.

Moreover, we fail to focus on the fact that youth ages five to eighteen spend 40 percent of their time out of school anyway. Prevention funding for this age group is limited and scattered throughout the government.

Funding is available to local programs for particular activities targeted at particular populations, such as sports programs for public housing youth, community service for youth involved in the juvenile court system. As a result, in order to receive funding, local youth-serving agencies must reformulate their existing program format and structure into narrowly defined mandates if they hope to receive funding from the Federal Government. Often, programs are developed or expanded based on what funding is available, not on what best meets the needs of the young people in the community.

Because of the limited funding available, many young people have no place to go after school and on weekends to find positive experiences that will develop their interests and skills. Girls in New York City we serve have told us that if we were not there delivering our math and science program called Operation Smart, they would have nothing to do other than to watch the boys play basketball in the gym, to hang out on the street corner or to go home and be couch potatoes watching TV.

Once local programs receive their funding, there is little incentive to coordinate their efforts with other organizations in the neighborhood. No mechanism exists through which community-based organizations, schools, government officials, and the private sector can regularly come together to develop comprehensive youth development strategies. The lack of such a process severely limits our ability and the ability of community leaders to assess the broad needs of the community to develop programs that build on those already successful and to fill in where there are service gaps.

The Youth Development Block Grant helps address all of these issues: the limited funding available for prevention programs, the categorical nature of Federal grants, and the lack of coordination among providers at the local level. Through the Youth Development Block Grant, $380 million, as you know, will be available in the first year to local communities to develop or expand positive development programs that strengthen the moral, the physical, the emotional, the social, and the cognitive development of young people. Many of the young people who currently go unserved could finally be reached.

If there are no positive youth development programs to welcome them, as you heard, these young people will find gangs or other outlets. Many of the social problems that concern us—teen pregnancy, substance abuse, violence—exist because of the lack of youth development programs. Community-based, youth-serving organizations are a tremendous resource in developing and implementing youth development strategies, both because of their responsiveness to local community values and concerns and their ability to mobilize community resources. The Youth Development Block Grant builds on the strength, credibility, and particular expertise of these organizations that know what works by giving them a leadership role in both the planning and delivery of programs.

Programs funded under the block grant would also be funded together, a real strength and something that Girls, Inc. is already engaged in with the YWCA, for example, the Salvation Army, and in one case, with the YMCA. We know from affiliates that it is imperative that the various sectors serving youth coordinate their efforts in order to effectively serve the many and varied needs of young people. Each entity has a different focus, a different mission and serves a different purpose, but there is potential complementarity among them.

I firmly believe that the Youth Development Block Grant could prove critical in helping the country turn the tide against youth violence, youth alienation, youth boredom and give youth something positive to say yes to. I thank you for this opportunity, and for your

consideration, and remind you once again that the National Collaboration for Youth, which I am representing, stands ready to assist you in any way to ensure the passage of the Youth Development Block Grant.

Thank you very much.

[The prepared statement of Ms. Stewart follows:]

August 11, 1994

girls inc.

Honorable Major R. Owens
Chairman, Subcommittee of Select Education and Civil Rights
U. S. House of Representatives
518 House Annex 1
Washington, D.C. 20515-6107

Honorable Matthew Martinez
Chair, Subcommittee on Human Resources
U. S. House of Representatives
Rayburn House Office Building B-346C
Washington, D. C. 20515

Dear Sir/ Congressman Owens:

To follow up the testimony presented by Isabel Carter Stewart at your hearing August 4 on the Youth Development Block Grant, I am enclosing Truth, Trust and Technology, the report on our Preventing Adolescent Pregnancy Program which includes the findings, description of program components and discussion of the experimental design and evaluation. In summary, the results of the longitudinal research showed:

Growing Together, a series of parent-daughter workshops for younger teens on sexual information and values. Girls who participated were less than half as likely as nonparticipants to have sexual intercourse for the first time.

Will Power/Won't Power, an assertiveness training program to help young teens say and mean "no" to sexual intercourse while remaining popular with peers. Girls who participated in nearly the entire program were the least likely to have sexual intercourse -- only half as likely as nonparticipants and less than one third as likely as girls who participated for a shorter time.

Taking Care of Business, a program to increase older teens' motivation and skills to avoid pregnancy. Young women who participated in nearly the entire program were about half as likely as non participants to have sex without birth control and about one-third as likely as short-term participants. Consistent participants

were two thirds as likely as short term participants to become pregnant.

Health Bridge, a delivery system that links education at Girls Incorporated centers with community-based health (including reproductive health) services. Young women who participated reported having sex without birth control one third as often as nonparticipants and were less than half as likely to become pregnant.

In response to Congressman Scott's question on cost, our estimate is that the entire program can be offered to a girl for an additional cost of under $120 per year, if a youth development program is already in place in the community. Of course, our hope is that funding from YDBG would enable some agencies to add these programs to their services and in other communities, new services could be started to fill gaps.

I have also enclosed press coverage of Preventing Adolescent Pregnancy, Friendly PEERsuasion (our substance abuse prevention program) and Operation SMART (designed to help girls become comfortable with math and science as a basis for good paying jobs in the future). All of these programs have been subject to outside evaluation, have been field-tested, and are continually updated to meet the needs of the populations we serve. As Ms. Stewart cited in her testimony, our affiliates serve 350,000 young people, most of whom are girls 6 - 18, three-quarters of whom come from families earning less than $20,000 a year. More than half are from single parent families and more than half are girls and young women of color. By many definitions, the bulk of our service population is considered as coming from an at-risk or high-risk environment.

We would be happy to provide any additional information that would be helpful to your deliberations.

Sincerely,

Mildred Kiefer Wurf
Washington Representative

cc: Congresswoman Constance Morella
Congressman Donald Payne
Congressman Robert Scott

Preventing Adolescent Pregnancy

THE WORD IS OUT

The New York Times

WEDNESDAY, OCTOBER 2, 19[illegible]

Helping Teen-Agers Avoid Pregnancy

By JANE E. BRODY

A leading youth organization has shown that teen-age pregnancies can be greatly reduced by a simple but multifaceted program that arms teen-age girls with communication skills, information about sexuality and hope for a productive future along with reproductive health services.

Participation in the program, described by half the proportion of girls aged 15 to 17 who began having sexual intercourse and ended up in half the number of pregnancies among girls ages 13 to 17.

Unlike many other studies, this unusually comprehensive program was conducted under real-world circumstances, which make the results more persuasively applicable.

The study showed that such high-risk characteristics as dependence on welfare living in an inner city, residing in a fatherless household and having friends and members who became pregnant as teen-agers need not predispose girls to become teen-age mothers.

Social and Economic Problem

The findings of the three-year study, conducted by Girls Inc. (formerly Girls Clubs of America), will be presented today at a news conference at the Capitol in Washington. The study was conducted among 706 girls from the ages of 12 to 17 at four Girls Inc. affiliates in Dallas, Memphis, Omaha and Wilmington, Del., where members are at higher than average risk of becoming pregnant before finishing high school.

Carolyn Spencer of Dallas, whose mother was a teen-age mother, said: "I would have been a different person if not for the program. I learned that I didn't have to go that way. She said she wanted to finish high school and have a different life for myself."

Miss Spencer, now 18 and a student at Dillard University in New Orleans, said she started a virginity club among her high school friends.

Teen-age pregnancy is one of the nation's leading social and economic problems. According to the Center for Population Options, a Washington-based advocacy group on family planning issues, the United States spends $21 billion a year to support the families started by teen-age mothers.

Girls are armed with information and a vision for the future.

More Than Just Sex Ed

Each year more than one million teen-agers become pregnant, and half of those girls give birth. More than 80 percent of those births result from pregnancies that were unintended.

Jay G. Dryfoos, an independent family planning researcher and the only adequate girls-only program devised by Girls Inc. could be applied by others, who all organizations that serve young girls, including Girls Scouts, Campfire Girls, Y.W.C.A.'s and 4-H programs.

Jane Quinn, a former private manager at Girls Inc., said in an interview:

"Preventing teen pregnancies requires much more than a 'just say no' approach. Mrs. Quinn, now with the Carnegie Foundation's Council on Adolescent Development in Washington, said that young girls have to be taught how to say no without losing popularity.

And the lessons have to start early, preferably by age 9. Mrs. Quinn said. By ages 12 or 13, 25 percent of the participants in the study already had had sexual intercourse.

Dosage Makes Difference

Dr. Heather Johnston Nicholson of Girls Inc. in Indianapolis, who directed the three-year project, said, "A significant support system is needed for teen-age girls who live in a society that continually bombards them with messages about how wonderful sex is.

The Girls Inc. study showed that attitudes and habits are not formulated in a four-hour program. To reach girls effectively, you need to give it time," Dr. Nicholson said. "We showed that dosage makes a difference."

The research project included a control group of girls who did not participate. Although the girls were allowed to choose whether or participate or not, there was little difference between participants and nonparticipants with regard to characteristics associated with a high risk of early sexual activity.

Four-Part Program

The project had four elements. Two of them, Growing Together and Will Power/Won't Power were geared toward younger girls, all of whom had not yet become sexually active. The other two, Taking Care of Business and Reaching Beyond, were intended for older girls who may have been sexually active but had not yet received pregnancy counseling. Together, the two-year interventions of about seven hours each were designed to foster communication about sexuality and other sensitive issues. The participants were less than half as likely to become pregnant or have sexual intercourse for the first time.

Will Power/Won't Power is an assertiveness training program designed by Mrs. Quinn to help younger teen-agers refuse to become sexually active without compromising their friendships.

This program, delivered in six two-hour sessions, was more effective among those who participated in it for longer periods of time. Those girls were only half as likely as nonparticipants and less than one-third as likely as those who participated for a shorter time to become sexually active.

Looking to Future

Taking Care of Business, held in nine workshop sessions, sought to increase girls' desire to avoid pregnancy by improving educational and career planning, helping them to set goals and teaching communication skills and responsible decision-making.

The idea is that girls who can see a future for themselves as educated adults or wage earners will be less likely to turn to motherhood for a sense of identity. Those who participated in nearly the entire program were about half as likely as nonparticipants to have sex without using birth control and one-third as likely to start sexual participation or become pregnant.

Contraceptive Services

The final component, Health Bridge, linked exchange about sexuality at the Girls Inc. centers with community-based health services that also provided contraceptive services.

Participants reported having sex without using birth control one-third as often as nonparticipants, and the participants were also less than half as likely to become pregnant.

Dr. Nicholson estimated that the full program could be offered for $150 a year per girl, otherwise delaying a teen-age pregnancy is beyond the teen-age years could save society $5,000.

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girls inc.

We certainly support the majority who have not had sexual intercourse and may be feeling as if everybody is doing it and under pressure to have sexual intercourse when they're not ready. But we also recognize that some young women are sexually active and that they need access to contraception when they need it.

USA TODAY

MONDAY, OCTOBER 7, 1991

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Today's debate is on **TEEN SEX** and whether more than just say no is needed.

Let's face up to teen sex

OUR VIEW **Teens need to be armed with education about sex to prevent pregnancy and disease.**

Teen sex has become a sad fact of life.

▶ 50% of girls and 66% of boys become sexually active by age 17 — 29% of girls and 33% of boys by age 15.

▶ A million teens become pregnant each year; 41% of them get abortions.

▶ $21 billion is spent each year on families started by teen-age mothers.

▶ AIDS is rising among teens. A Massachusetts study found 1 in 46 youths checked for AIDS tested positive.

Abstinence is the best way to prevent such sad facts. But telling kids to "just say no" to sex just isn't working. Our kids need education.

Last week, Girls Inc. provided startling proof education works in a three-year study of a sex-education program involving 750 young women all from groups that had high rates of pregnancy.

Younger teens, 12 to 14, were brought together with parents to talk about sexuality or taught how not to give in to peer pressure to have sex.

Older teens, 15 to 17, were taught to set educational and career plans, with some being taught about reproductive health services.

The results were heartening for teens for parents and for society.

Younger teens in the programs were half as likely as non-participants to be sexually active. Among the older teens, those who set goals were half as likely as non-participants to have sex without birth control while those taught reproductive health were a third as likely to.

Knowledge and self-respect can help teens make responsible decisions. But too many sex-ed courses merely try to scare teens straight. Too many letter sex education to a few scattered hours. Too many don't involve parents. And too many are taught by teachers who either lack training in sex education or are intimidated by the subject.

So the numbers of teen-age births, abortions and AIDS cases grow.

To defeat those harsh facts of life, teens need to be armed with the facts about sex. That's their best protection.

THE CHRISTIAN

Who Won the Se

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The Birmingham News October 5, 1991

EDITORIALS

Learning To Say No

People who have pushed the idea that just say no as also the best principle to avoid teenage pregnancies have been laughed at by those who say it's just not that simple.

But Girls Inc. (formerly Girls Clubs of America) has come up with a program that shows just saying no can be the key to reducing the teenage pregnancy rate. Of course, first you have to teach adolescents how to say the word.

It's not a matter of just moving the lips to form the correct sound. It's a matter of becoming educated about your body, about relationships, about pregnancy, about motherhood at a young age.

It's a matter of learning how not to give in to the awesome peer pressure placed on teenage girls to become sexually active.

Girls Inc. developed its program through a three-year project that involved 750 girls ages 12 to 17 in Dallas, Memphis, Omaha and Wilmington, Del., a Philadelphia suburb.

Participants in the program cut in half the proportion of girls ages 12 to 14 who began to have sexual intercourse. It also cut in half the number of pregnancies among girls ages 15 to 17.

The three-year study concluded that just because a girl has all the high-risk characteristics — lives in an inner city, family on welfare, no father in the home, friends and mother became pregnant as teenagers — doesn't mean she will follow that same path.

The Girls Inc. program offers support to those teenage girls most likely to succumb to peer pressure. The program has four components. The first two — Growing Together and Will Power Won't Power — are aimed at younger girls.

Growing Together includes five two-hour mother-daughter workshops to foster communication between them. The study concluded that participants were less than half as likely as non-participants to become sexually active. Will Power Won't Power is an assertiveness training course that helps younger teens refuse to become sexually active and still maintain their friendships.

The third component, Taking Care of Business, includes nine two-hour sessions that increase the girls' desire to avoid pregnancy. The workshops concern educational and career planning that help the girls set goals in life and make responsible decisions.

The final component, Health Bridge, is for older teenagers, many of them already sexually active. Lessons in this program are linked with community-based health clinics, including those that offer contraceptive services. Participants were less than half as likely to become pregnant as non-participants.

Girls Inc. deserves congratulations for showing the teenage pregnancy rate can be reduced even among high-risk girls by giving them the educational and psychological support they need to just say no.

Now someone needs to develop a corresponding program that will similarly get teenage boys to resist peer pressure to become sexually active.

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SCIENCE MONITOR

xual Revolution?

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Friendly PEERsuasion

THE SUN

The trials of girlhood

There is plenty of handwringing about teen-aged mothers. But what about the young adolescents who are likely candidates for early motherhood? Little attention has been directed toward the 11- to 14-year-old girls who are likely candidates for premature parenthood.

But there is every reason to think that much more could be done to help girls in this age group weather the storms of adolescence. Keeping girls healthy, motivated and self-confident — providing attractive alternatives to motherhood — may well be the most effective way of encouraging them to postpone pregnancy until they are better able to shoulder parental responsibilities.

Adolescence is not an easy time for either sex, but girls and boys experience the stresses of these years differently. Yet those differences rarely get the attention they deserve, and many programs designed for this age group are geared more to the needs of boys than girls. A recent evaluation by Girls Inc. (formerly Girls Clubs of America) of drug abuse prevention efforts provides a prime example. The organization notes that girls and boys are attracted to harmful substances for different reasons and often exhibit different patterns in their use. Girls are more likely to be obsessed with their body image; they are more vulnerable to peer pressure and generally seem to feel more stress than boys. They are also more likely than boys to encounter sexual abuse or harassment, problems which would inevitably add further distress to these sensitive years.

These factors play an important role in the reasons some girls are attracted to drug use. For instance, girls are more likely than boys to use cigarettes, diet pills or other substances to control their weight, and many drug-using girls say a major reason for their substance abuse is to counteract stress. Girls may also be more vulnerable to peer pressures to try substances, whether they are socially acceptable drugs like alcohol, tobacco or diet pills or illicit drugs urged on them by boyfriends.

With these differences in mind, Girls Inc. has designed substance abuse prevention efforts targeted at young girls that have produced encouraging results. The organization found that the programs are more likely to be successful in delaying or preventing substance use when they reach girls early in adolescence and when there is a concerted effort to help them learn to deal with peer pressure.

These findings underscore the importance of this crucial age — and the need for programs and policies that will pay attention to young girls before they become mothers.

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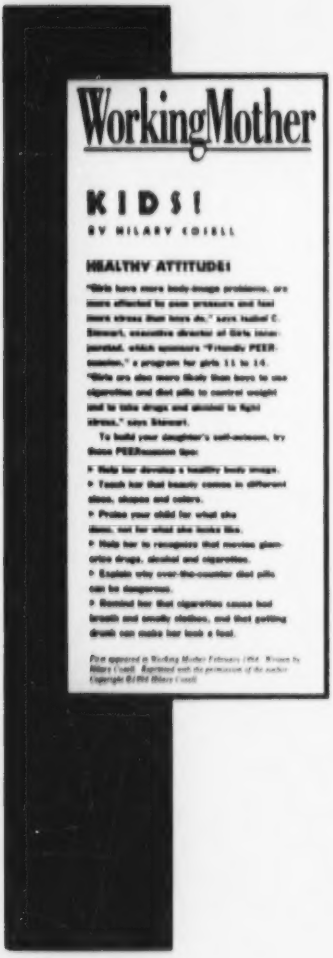
Sassy body talk

by Margie

A BIT MORE CREDIBLE THAN "JUST SAY NO"

Our buds at Girls Incorporated have come up with a realistic program for dealing with pressure to drink, do drugs and engage in illegal stuff. Their advice about how to propose an alternative (non-druggie) activity to your friends without looking like a big goob is excellent, as are their suggestions about how to act assertive, but not preachy or phony. Plus, they teach you to corrupt advertising tactics to do all this, while showing you how manipulative advertising can be. Very clever. For info call the Girls Incorporated National Resource Center: 317-634-7546.

First appeared in SASSY October 1991. Written by Margie Dyball. Reprinted with the permission of SASSY Magazine. Copyright ©1991 by SASSY Publishers, Inc.



Working Mother

KIDS!

BY HILARY KOBELL

HEALTHY ATTITUDES

"Girls have more body-image problems, are more affected by peer pressure and feel more stress than boys do," says Isabel C. Stewart, executive director of Girls Incorporated, which sponsors "Friendly PEER-suasion," a program for girls 11 to 14. "Girls are also more likely than boys to use cigarettes and diet pills to control weight and to take drugs and alcohol to fight stress," says Stewart.

To build your daughter's self-esteem, try these PEERsuasion tips:

- Help her develop a healthy body image.
- Teach her that beauty comes in different sizes, shapes and colors.
- Praise your child for what she does, not for what she looks like.
- Help her to recognize that movies glamorize drugs, alcohol and cigarettes.
- Explain why over-the-counter diet pills can be dangerous.
- Remind her that cigarettes cause bad breath and smelly clothes, and that getting drunk can make her look a fool.

This appeared in Working Mother February 1994. Written by Hilary Kobell. Reprinted with the permission of the author. Copyright ©1994 Hilary Kobell.

THE ORANGE COUNTY Register

FAMILY NOTEBOOK

Peers, abuse influence use of drugs by girls

Girls Inc., formerly Girls Clubs of America, offers these bits of information on girls and substance abuse:

- Peer pressure seems more of a factor in girls' use of drugs and alcohol than in boys' use.
- Few girls use drugs when they're alone. Groups of girls tend to use socially "appropriate" drugs (alcohol, tobacco, diet pills). Girls are more likely to be introduced to illicit drugs by boys, often when dating.
- More girls than boys use cigarettes, diet pills and other substances to deal with body-image problems.
- A survey of 10th-grade girls in Northern California found that young women with bulimic symptoms reported higher rates of drunkenness, marijuana and cigarette use, and greater levels of depressive symptoms than their peers.
- A study of 444 girls in a chemical dependency treatment program found differences in drug-use behavior based on sexual-abuse experiences. Girls who had been sexually abused were significantly more likely to use stimulants, sedatives, tranquilizers and hallucinogens. They also reported earlier first use of alcohol and drugs, more self-medication, and more use to escape family problems.

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The Hartford Courant.

Erratic eating habits, sex, drugs, violence put teenage girls at risk

By FRANCES GRANDY TAYLOR
Courant Staff Writer

Growing good grades, a job and a driver's license usually head the list of teenage concerns. Health gets far less attention.

This is particularly true for adolescent girls, and women's health groups have begun to take a closer look at the many factors that put the health of teen girls at an increasingly higher risk. Smoking, drinking, extreme dieting and poor eating habits are just some of the perceived risks for girls.

"It's not just girls under a lot of stress and then responded to a lot of different ways," says Heather Johnston Wolfenstein, director of the National Research Center for Girls International, based in Bellingham, Wash., which conducts research from school girls 6 to 18 years old.

Girls say they are under a lot of stress," Wolfenstein says. "There is a feeling of not meeting expectations." Studies have shown that boys' girls than boys say they have consistent periods this stem.

Also, "with concerns about body image, you get chronic dieting and obesity. An obsess is one extreme and obesity is another," Wolfenstein says. More girls than boys are dissatisfied such as unhealthy dieting and over-the-counter diet pills, often in an effort toward weight control, she added.

Heather Duspiva, 16, of Manchester, says she is aware of the pressures girls feel concerning appearance. "Society is kind of over the place and you don't expect," she says. She laments how girls her age take pills from anorexia and bulimia. "There's a lot of pressure to look the best, you don't see any models that are large," she added.

Pressure is another factor in the health of girls, says Dr. Aric Sigman, director of adolescent medicine at St. Francis Hospital and Medical Center. Violence is clearly the leading cause of death for teens in Hartford, and the rate at the violence varies for women is astronomical," he says. Teenage girls are often the perpetrators as well as the victims of violent acts. "It has passed from being a male-dominated street. It's actually shocking. Women are at much more risk of drugs as are men," he says.

Research on the health habits of adolescent girls is just beginning and there is little hard evidence, but some recent findings by Girls Inc. and Health Insurance Institute show trends that put girls at higher risk.

Two-thirds of all new cases of sexually transmitted disease are in people under 25 years old.

Peer pressure seems to be more a factor in girls' use of drugs than in boys' use. Girls are more likely than boys to smoke in eighth and 10th grade levels.

Researchers, primarily male girls are more likely to be used by teen girls than boys at eighth and 10th grade levels.

Many girls than boys are cigarettes, diet pills and other substances to deal with body image problems.

Sigman, who is also director of pediatric medicine at University of Connecticut Medical Center, sees the health risk trends that are affecting girls, from teenage pregnancy and sexually transmitted disease to substance abuse and smoking.

Among smokers, for example, it is primarily young female teens who are picking up the habit, Schleicher says.

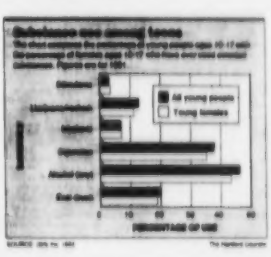
Schleicher has observed that smoking seems to be more popular among younger teens than older ones. "I think smoking in general is not more popular with boys, and it's more popular with younger girls," she says. "When you are 8 in the eighth grade, you're struggling for your own identity and to fit in. When you get to be out early, you find the people you are by they don't. It's not as much pressure to please other people."

Schleicher says that teenage pregnancy rates overall have dropped, the dramatic shift at the inner city. She says the rise of out-of-wedlock births for 15- to 19-year-old Caucasians as well as economic pressures can lead to complications for younger girls during pregnancy, he said.

Dietetic fears exist for extreme. Tess Ann Johansson, 16, of Manchester, says she knows girls who "starve themselves" and others around who "dance around" and exhausted in the bathroom. Teens are learn to be very careful about they talk about it because they don't want parents the word. But adolescent abuse and

Doctors make several visits to do it. a routine check saves have to be done closed it," she says. "The best form of birth control is abstinence, but it's there were personal choice volunteer to do it or not."

Sexually transmitted diseases has been on the rise among both boys and girls, Schleicher says, and STDs have always been more of a problem for women than men. Diseases such as gonorrhea and chlamydia often have few or very subtle symptoms but women as the early stages. These diseases are a leading cause of infertility, and can cause long-



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Parents

Facing the facts about Drugs

Drugs are a girl's problem too

Despite the perception that substance abuse is more prevalent among boys, research shows that there is actually little difference between girls and boys when it comes to harmful substances—either in the numbers who use these substances or in the age at which their experimentation begins.

Girls' reasons for using drugs, and their patterns of use, however, are very different from those of boys. So are the strategies that prove most effective in discouraging their drug abuse. This is what the research shows:

Girls are more prone to multiple drug use than boys. Groups of girls tend to start with legal drugs (alcohol, cigarettes, diet pills) and then move on to using illicit drugs with boys when they begin dating.

Girls use drugs to lose weight. The pressure to be thin and glamorous starts early on and comes from every aspect of popular culture. Parents can counter these influences by encouraging their daughters to develop a perspective on these social pressures, as well as by teaching girls to exercise regularly and eat healthful foods.

Girls respond to peer pressure. Boys are more likely to be persuaded not to abuse drugs and alcohol by authority figures such as police officers, or by field trips to prisons or morgues. Girls, however, tend to be more put off by the social consequences of drug or alcohol abuse, such as having bad breath or appearing foolishly drunk in front of friends. Keeping in mind this tendency, the organization Girls Incorporated—formerly the Girls Club of America—has had good results using positive peer pressure in its drug-abuse-prevention program "Friendly Peer-suasion."

Kathleen Cushman

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The Philadelphia Inquirer

Personal Briefing

By Marc Schogol

Girls' growing pains

■ Body image, peer pressure, boyfriends, low self-esteem — these are among the factors that might lead your adolescent daughter to abuse harmful substances. Girls and boys have different reasons for abusing substances and as prevention efforts must take greater into account, according to a study by Girls Inc. (formerly the Girls Clubs of America). One way to help girls avoid substance abuse is to start early. Chances are one in 10 that a girl will smoke her first cigarette when she's 9, and by the time she's 13, 70 percent of her classmates will have tried alcohol.

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Operation SMART

The New York Times

Beyond 'Yuck' for Girls in Science

By MICHEL MARRIOTT

Some call it the "ooo and yuck factor," the aversion many schoolgirls have to science, especially the biological and mechanical varieties that dirty their hands with things like formaldehyde or cow grease.

But for many girls, once they are encouraged to move beyond their initial resistance, science becomes fascinating. For that to happen, girls need more opportunities and more adult support in exploring science, technology and mathematics, according to a study to be made public today by Girls Inc., a national youth service organization formerly known as Girls Clubs of America.

Girls need to be urged to take reasonable risks before adults rush to help them, the study said, and girls need to make mistakes and get dirty — do love tend to do — to master the kind of problem-solving that science demands.

"The 'ooo and yuck' factor is tied somewhat to the expectation that girls are prim and not messy," said Heather Johnston Nicholson, a co-author of the study, entitled "The Elusive Prey." "The whole basis of girls taking risks and adults rescuing girls may be where the gender barriers are especially strong."

The purpose of the study, which observed the behavior of 99 girls from the ages of 9 to 14 attending three Girls Inc. centers, was to learn how science could be made more enticing for girls, Dr. Nicholson said.

"We still have instances in classrooms in which girls don't get to do the kinds of hands-on activities in science, and so they don't develop the interests and skills," said Harvey Mallow, director of education and human resources for the American Association for the Advancement of Science in Washington. For Dr. Mallow, who is a scientist, it was a matter of chance that she was not discouraged.

"No one said I couldn't do it," she said of her family, in which she describes herself as the son her father never had.

Getting Girls Into Science

Financed by a grant from the Ford Foundation, the study was conducted by the Girls Inc. National Resource Center as part of a project called Operation Smart, or Science, Math and Relevant Technology. Operation Smart is a program to encourage and educate more girls in the sciences, with a research component built into it to assess the best ways of achieving that.

From October 1987 to June 1988, researchers observed girls participating in programs at three Girls Inc. centers around the country chosen for their diversity of programs and members' ethnic and racial backgrounds. The girls were also observed in math and science classes in school and at home when possible, said Girls Inc. officials. The study did not specifically examine boys' behavior in science and math projects as a point of comparison.

The study found that when girls are presented with interesting, hands-on science puzzles and projects they eagerly participate, but girls are systematically if inadvertently deprived of many such opportunities.

It also found that when expecting risks in the girls' scientific explorations, adults often stepped in too soon when the girls showed signs of boredom or difficulty, rescuing them too quickly. And, said the study, girls need much more practice in using mistakes as a method of learning.

Some of the chief differences among boys' and girls' attitudes about science may stem from their experiences in school and in more informal settings, such as at homes and summer camps, the study said.

Dr. Nicholson said much too often parents go in the specialty marked pink and purple sections of the toy stores in which things traditionally designed for girls are sold. "Today, girls need dump trucks and trains and space shuttles, too," she said, noting that three of the seven astronauts for the first space shuttle flight are women.

Since 1986, members of girls scouting & Girls Inc. center in Lynn, Mass., a suburb of Boston, have been guided by Operation Smart techniques. The program has helped many of them overcome anxieties about science, said Jennifer Martin, director of the Operation Smart program there.

"It allows them to be more free with themselves, with how they feel, what they think about, and how they communicate with each other and with adults," Ms. Martin said. The same techniques are also used in an elementary school with an enriched curriculum in Lynn, the Washington Community School, which many of the girls attend.

Old stereotypes crumble when girls get a chance to get their hands dirty.

Several of the girls said learning about science had been more fun since they began doing their own experiments and since they have been working in all girl groups.

"Boys like to show off and stuff," said Miranda Lantz, a 10-year-old who has been doing experiments with battery-powered motors. "But when it's all girls, they don't show off and say, 'I'm better than you.'"

Yesterday, after school, Miranda and five other girls spent the rainy afternoon experimenting with different uses for batteries, lightbulbs and motors.

Luz Contreras, a 12-year-old sixth grader, said that Operation Smart had encouraged her to try experiments she would not have previously dared.

"Before I felt afraid when I thought about electricity because I thought you could be electrocuted," she said. "I had seen movies that made electricity seem so big and strong and powerful and mean. But now I know that I can do experiments with it and I won't get electrocuted."

Appeared Wednesday, June 5, 1991

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THE ATLANTA CONSTITUTION

OutSMARTing the myth of math phobia

EDUCATIONAL EXPERIMENT: Science to fun for Girls Inc. members

By Pat Burson
Staff writer

Ashley Hart says math and science are her favorite subjects.

Officials at Girls Inc. of Cobb County are hoping to nurture the 9-year-old's enthusiasm through a program called Operation SMART — an acronym for Science, Math and Related Technology — and thus prove to other girls that they can excel in these courses.

"We're trying to dispel the myth that girls don't like math and science," said Janet Street, president and CEO of Girls Inc. of Cobb County. "Our research shows educators expect girls to excel in English and home economics and family education courses, but girls have not been motivated to excel in math and science because those have been seen as male-dominated areas."

Operation SMART, which is a nationwide program, has been used by Girls Inc. centers nationwide for the past five years and in Cobb County since last year.

The girls in SMART take part in classroom lessons and experiments. They also have taken field trips to such places as the SciTrek museum and the Weather Channel offices in Atlanta and Fernbank Science Center in DeKalb County. And they get to hear from professional women, who are invited weekly to speak at the centers about careers in an assortment of non-traditional fields.

We take every opportunity to talk to girls about math, science and technology," Ms. Street said. While only one person is coordinating the Operation SMART program in Cobb, she said all staff members are trained to talk about math, science and technology in relation to other topics of discussion.

"We're trying to make it a way of life, so it's not something girls are afraid of, and they see it as fun and educational," Ms. Street explained.

She and her staff encourage the girls to explore, to get their hands dirty and not to worry if they don't get the right answer on the first try.

"Nobody ever gave me the opportunity to let me know that I need taking things apart and putting them back together again," Ms. Street said. "When we have minor repairs around the centers, we're letting the girls do them. Wherever we go, we're going to allow the girls to participate in that. We're trying to get girls to see science every day as a way of life."

So far, Operation SMART has been a big hit with the girls, according to coordinator Cindy McDougald, who teaches science and math lessons at the Girls Inc. centers in Marietta and Austell.

At first they were a little hesitant because they didn't know what it was," she admitted. "Now they beg for me to teach it."

Recently, a group of 9- and 10-year-old girls were gathered in one of the rooms at the Marietta center engaged in a variety of experiments involving principles of physics and geometry. For these lessons, however, no textbooks were required. Instead they used water bubbles, fruit, coins, nails and other items to learn about water pressure, buoyancy and geometric shapes and sizes.

I like it because you see how everything works in the Earth," said Denise Mathews.

Ms. Street said one of the goals of Girls Inc. is empowering girls to be financially independent. One way to accomplish that is encouraging them to broaden their future career possibilities.

Ms. McDougald said she surveyed most of the girls before they began participating in Operation SMART. Initially, she said, most shied away from non-traditional jobs. But that appears to be changing.

I want to be a scientist, a dancer, a plastic surgeon and a psychiatrist," chimed in 8-year-old Shaterra Cook. [illegible]

Appeared Thursday, February 28, 1992
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The Washington Post

Gender Gap in Science

THAT GAP in math and science achievement, the one that manifests itself first in the lower test scores of adolescent girls, persists throughout school and influences women's aspirations, has been studied and argued over at least since the advent of the No. 2 pencil. Is it in the genes or in the culture? Is it biology or bias that propels Johnny toward the computer and Jane toward the artwork? The definitive answer remains elusive, but some recent research in testing and behavior certainly suggests training can close the gap.

The Mathematical Association of America's Committee on the Participation of Women has compiled 55 reasons why too few women win at mathematics. All pertain to customs prevalent in places as different as nursery schools and doctoral programs. The committee cites the pervasive influence of sex stereotyping and the belief that mathematics is "not feminine." It also questions the validity of multiple-choice tests, which favor aggressive risk-takers. (Females perform better than males on "open-ended" math tests administered in the Netherlands, preliminary results indicate.)

Meanwhile, another research group has looked at girls at play and in the classroom and discovered that when they are offered encouragement and the chance to seek adventure they persist and perform well. A report of the National Resource Center of Girls Inc. (formerly Girls Clubs of America) found that "much more exposure to machinery and equipment, much more interaction with plants and animals, many more field trips to factories and laboratories and many more chances to get really dirty in the process of exploration are part of the prescription for interesting girls in math and science." A separate longitudinal study of high school students finds that the more math classes girls take, the better they do and the more the gender gap narrows.

Today, fewer than one-fifth of the nation's scientists and mathematicians are women. Yet more than half the new entrants in the work force between now and the year 2000 will be women. If this country expects to excel in science and math, and attract good thinkers and problem solvers to the work force, it's going to have to change the prevailing mind-set about girls and math.

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The Huntsville Times

Calculating careers

'Operation SMART' boosts girls in math, science

By MINDY KEYES

For girls huddle around a record player as if they're curious to see what new tune they've just heard. But the machine rests silent, and the only music in the room is the whispering of the girls' voices.

The girls, ages 6 through 11, are about to take apart the record player to learn how it runs.

They are members of Girls Incorporated of Huntsville, and they're at the work table in the non-profit agency's Discovery Room. The room is one of the local agency's first attempts to begin Operation SMART, a national Girls Incorporated program designed to encourage girls to learn about science and math through hands-on projects.

The girls were through a small red toolbox and grab screwdrivers and wire cutters. They set to work.

Nyssa Robbins, an Oakwood College intern who oversees Discovery Room projects, and Alice Arrington, the local agency's executive director, ask the girls to identify the parts of the player.

The girls agree that colored wires connect different parts of the player, but they're not sure what the capacitor does. They hesitate when asked about the circuit board. And anything that they can't identify they call a battery.

But what they don't know doesn't stop them from looking, fingering, shaking, cutting, unscrewing and talking about what they know and think about science.

"That looks like car wax," says Morgan Landers, 8, dipping her screwdriver in a dab of grease.

"And what does grease do?" says Ms. Arrington.

"Grease makes it stop so it will work," she says.

Bianca Williams, 9, cuts several colored wires, then pauses to say she's learning about electricity at school.

"We do magnetics and electrons and atomics," she says. "I like this better. I want you get to do experiments."

"I'd do this all day long if I could," says Daphne Martin, 10. But she adds, "I hope I leave before we have to put this back together."

Keela Ford, 10, says she's enjoying taking apart the record player, but she prefers math to science. She might be a doctor, but she wouldn't want to dissect a frog.

"Yuck," she says.

Kendrea Odiotte, 11, says she thinks science is important for people who want to be astronauts. She says she'd like to be an astronaut to learn about the planets.

Bianca says science is also important to teach doctors to operate on people with the help of computers. She says she's not sure if she wants to be a scientist, but she thinks anybody who studies enough can become one.

Ms. Arrington says Operation SMART (Science, Math and Relevant Technology) teaches girls the principle of scientific inquiry.

"They're learning to think through things," she says. "They're learning to ask how things work."

She hopes that the program will stay inspire girls to pursue careers in science and math. But even if they choose other careers, she feels that the girls will be better decision makers with the use of scientific inquiry.

"The scientific inquiry method can teach you that (a mistake) is not a failure," she says. "It's an opportunity."

> They're learning to think through things. They're learning to ask how things work.
>
> — Alice Arrington
> Girls Inc. executive director

Ms. Arrington worries that too few parents and teachers encourage girls to study science and math because of traditional stereotypes about careers for women.

She says "Hour Schools Shortchange Girls," the recent report from the American Association of University Women, highlights the need for people and organizations to rethink attitudes about women's career roles.

The report says girls are not pursuing math and science related careers in the same proportion as boys.

Operation SMART can help fight that gap, Ms. Arrington says, by offering girls hands-on science experiments and reinforcing the attitude that girls interested in science and math are "cool."

Ms. Arrington says she has asked a local corporation for a grant to expand the program. She would like to introduce Operation SMART in local schools and have a science educator to plan in other projects.

She says she would also like to expand the range of science and math projects that the agency can offer.

The agency lacks materials for many experiments, she says. She is seeking donations of tools, magnets, microscopes, clock parts and old machines like radios and clocks. She is also looking for Discovery Room speakers and volunteers.

Ms. Arrington feels that the program is a national undertaking.

Women, who constitute more than 50 percent of the U.S. population, should be encouraged and prepared to hold as many high tech jobs, she says.

The economy is an important reason to encourage girls in science and math, but an even bigger reason is their personhood, she says.

"I think they deserve (encouragement) because they deserve it," she says.

Girls Incorporated is a United Way agency that provides after school and summer programs for girls ages 6 to 16. For more information about the agency or Operation SMART, call 539-0159.

Appeared Thursday, March 19, 1992
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Truth, trust and technology

New research on preventing adolescent pregnancy

girls inc.

Summary report on the Girls Incorporated program development and research project

October 1991

Errata

p. vi, line 3: "nonparticipants" should read "short-term participants."

p. 2, Figure 1c: "last 3 months" should read "last 4 weeks."
p. 2, Figure 1d: "last 3 months" should read "last 4 weeks."

p. 9, Figure 5: The length of the shortest bars ("Long-term participants in Taking Care of Business") should be scaled at an odds ratio of 1 (cf. Figures 2-4 and Figure 6). The relative lengths of the bars are correct.

For release on
Wednesday, October 2, 1991

Truth, Trust and Technology
New research on preventing adolescent pregnancy

Summary report on
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October 1991

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Foreword

Girls Incorporated designed the Preventing Adolescent Pregnancy study to include girls and young women. By doing so, the organization does not mean to imply that both the "problem" and the "solution" of preventing adolescent pregnancy rest solely with girls and young women. If fewer teenage men were sexually active and if those who were shared more responsibility for contraception, fewer teenage women would become pregnant. If society did not tell women that their major goals in life are sexiness and motherhood, fewer young women would consider parenthood in their teen years as a rational solution to loneliness and anxiety. And if society offered all young people more life options, fewer of them would drift into parenthood for lack of better opportunities. As an advocacy organization, Girls Incorporated concentrates on teenage women not because they are solely responsible for the problem of adolescent sexuality, but because girls and young women are the ones whose lives are most drastically affected by teenage pregnancy.

Truth, Trust and Technology was written by Heather Johnston Nicholson, Ph.D., Leticia T. Postrado, Ph.D. and Faedra Lazar Weiss, M.A.H.L. for the general release of findings from the Girls Incorporated Preventing Adolescent Pregnancy Project on October 2, 1991.

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Truth, Trust and Technology
New research on preventing adolescent pregnancy

EXECUTIVE SUMMARY

Teenage pregnancy is a significant social problem. One organization estimates that births to teen mothers cost the taxpayers of the United States $21 billion in a single year (Armstrong & Waszak, 1990). Each year more than one million young women age 19 or under become pregnant (Henshaw, forthcoming). Of great concern to Girls Incorporated is that 82 percent of the pregnancies to teens in 1987 were unintended (Forrest & Singh, 1990). Thus, teen pregnancy is a problem to young women themselves.

Many young women are at risk of pregnancy. Through the teenage years the proportion of young women who have had intercourse increases significantly by age: 27 percent at age 15, 34 percent at 16, 51 percent at 17 and 70 percent at age 18 (National Center for Health Statistics, 1991). Although the proportion of sexually active teens using contraceptives has increased in recent years, one-third of young women used no birth control the first time they had sex and in 1988 one in five sexually active young women were not using any form of birth control (Forrest & Singh, 1990).

Girls Incorporated, formerly Girls Clubs of America, is a national youth organization with experience in advocacy, research-based programming and evaluation. Since 1981 the organization has been on record as supporting age-appropriate sexuality education and by 1984, 83 percent of Girls Incorporated affiliates provided such education. In 1985 Girls Incorporated began a major project to develop and evaluate a comprehensive program to assist young women in avoiding pregnancy. Involving 750 girls and young women ages 12 to 17, the three-year research project measured the effectiveness of the comprehensive approach and each of its four components.

The Program and Results of Research

Growing Together is a series of parent-daughter workshops for younger teens designed to increase positive communication about sexual information and values, decreasing adolescent pregnancy by delaying the onset of sexual intercourse.

Findings: Girls who participated in Growing Together were less than half as likely as nonparticipants to have sexual intercourse for the first time.

Will Power/Won't Power is an assertiveness training program for younger teens designed to help them say and mean "No" while remaining popular with peers of both sexes.

Findings: Girls who participated in nearly the entire program of Will Power/Won't Power were the least likely to have sexual intercourse--only half as likely as nonparticipants and less than one-third as likely as girls who participated for a shorter time. Thus "dosage" makes a difference in this skill-based program.

Taking Care of Business is a structured program designed to increase older teens' motivation and skills to avoid pregnancy through educational and career planning, goal-setting, communication skills and responsible decision-making about sexual behavior and contraception.

Findings: Young women who participated in nearly the entire program of Taking Care of Business were about half as likely as nonparticipants to have sex without birth control and about one-third as likely as nonparticipants. Consistent participants were one-third as likely as the short-term participants to become pregnant. Again, "dosage" appears to be important to the process of developing skills.

Health Bridge is a delivery system that links education at Girls Incorporated centers with community-based health (including reproductive health) services, addressing the psychological and logistical barriers many young people offer as reasons for not practicing effective contraception when they first start having intercourse.

Findings: Young women who participated in Health Bridge reported having sex without birth control one-third as often as nonparticipants. Health Bridge participants also were less than half as likely to become pregnant as nonparticipants.

Recommendations for Youth Organizations, Funders and Policy Makers

Start early and stay late. To be helpful, interventions to prevent adolescent pregnancy must start early in a girl's life, by age 9, and stay late, through age 18, as she takes increasing responsibility for her well-being.

The more the better. "Dosage" can be important to the effectiveness of programs--it takes time to develop skills, think through values and establish a peer group who make decisions about sexuality carefully. Pregnancy prevention is not finished when a program ends but is part of the responsibility of caring and reliable adults--parents, teachers and community members.

Truth, trust and technology are the keys to responsible behavior. Every young woman needs and deserves information (truth), support (trust), and skills and resources, including contraception when she needs it (technology). These are the keys that enable a young woman to have the confidence to keep saying "No" and making it stick or to insist upon contraception until she makes a responsible decision to become a mother. Society shares responsibility with young women to see that they have access to the services they need.

Youth organizations and other community groups have a significant role to play in reducing teen pregnancy. These organizations can provide both a support system for the majority of young women who are not sexually active but may feel as if "everybody's doing it" and nonjudgmental assistance to the large minority who are sexually active. The organizations can be advocates in their communities, encouraging increased services and improved policies that help all young women to plan their futures instead of drifting into them.

Spend now, save later. Investing in pregnancy prevention today means less money spent on economic assistance later. Early, unplanned pregnancy is enormously costly--a single pregnancy delayed beyond the teen years may save society $8500 (Armstrong & Waszak, 1990). As an organization whose purpose is to enable girls and young women to succeed in an inequitable world, Girls Incorporated is even more concerned with the costs of early sexual activity and teenage pregnancy to young women--emotional distress and barriers to achieving educational, occupational and family goals. Preventing adolescent pregnancy makes economic--and human--sense.

The Girls Incorporated Preventing Adolescent Pregnancy project shows promise that "something works" in enabling teen women to avoid pregnancy.

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Introduction

New research shows promise that youth-serving organizations can help young women get through their teenage years without experiencing pregnancy. The Girls Incorporated (formerly Girls Clubs of America)[1] Preventing Adolescent Pregnancy study found that younger teens who participated in one of two developmentally appropriate program components were less likely to initiate sexual intercourse. Older teens who participated in one of two different program components were less likely to become pregnant than were their nonparticipating peers. "Dosage" was important in two of the programs especially emphasizing skills: it was important to participate in the entire program to have the desired effect on sexual behavior.

Why the Preventing Adolescent Pregnancy project?

Teenage pregnancy is a significant social problem. One organization estimates that births that occurred when the mother was a teenager cost the taxpayers of the United States $21 billion in 1989 (Armstrong & Waszak, 1990). Each year more than one million young women age 19 or under become pregnant (Henshaw, forthcoming). Of the teenage pregnancies conceived in 1987, 36 percent ended in abortions, 14 percent in miscarriages and 50 percent in live births (Forrest & Singh, 1990). Of great concern to Girls Incorporated and other organizations working with youth is that 82 percent of the pregnancies to teens in 1987 were unintended (Forrest & Singh, 1990). Thus, teen pregnancy is experienced as a problem by young women themselves.

Many young women are at risk of pregnancy. Under age 15 the majority of young women have never had sexual intercourse, yet even at this age 27 percent have had intercourse at least once and 13 percent are currently sexually active (Figure 1a). Through the teenage years the proportion of young women who have had intercourse increases significantly from year to year: 27 percent at age 15, 34 percent at age 16, 51 percent at age 17, and 70 percent at age 18 (National Center for Health Statistics, 1991). Among young women ages 15-19 a majority (53%) have had intercourse, 43 percent have had intercourse in the last three months and 12 percent have been pregnant (Figure 1b). Although the proportion of sexually active teens using contraceptives has increased in recent years, one-third of young women used no method of contraception the first time they had sex and in 1988 one in five sexually active young women were not using any form of birth control (Forrest & Singh, 1990). Among sexually active teens, those who were younger (Zabin, Hirsch, Smith, Streett & Hardy, 1986) and those with low incomes (Forrest & Singh, 1990) were less likely to use contraception.

Why Girls Incorporated?

During the 1980s, schools and other youth-serving agencies were implementing and evaluating pilot programs intended to decrease teenage pregnancy (reviewed in Hofferth, 1987 and Nicholson, 1988). Girls Incorporated already had considerable experience in both research-based programming, including program evaluation, and in family life education. Many Girls Incorporated members in more than 120 cities across the nation belonged to groups considered at high risk for teenage pregnancy, including low-income families, single-parent families, and minority racial/ethnic background.

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1. In April 1990 Girls Clubs of America changed its name to Girls Incorporated in order to reflect more strongly the organization's mission of preparing girls to achieve an economically independent, responsible and confident adulthood and to distinguish the organization more clearly from other national and local youth organizations with similar names. This report uses the new name Girls Incorporated for the national organization and participating affiliates.

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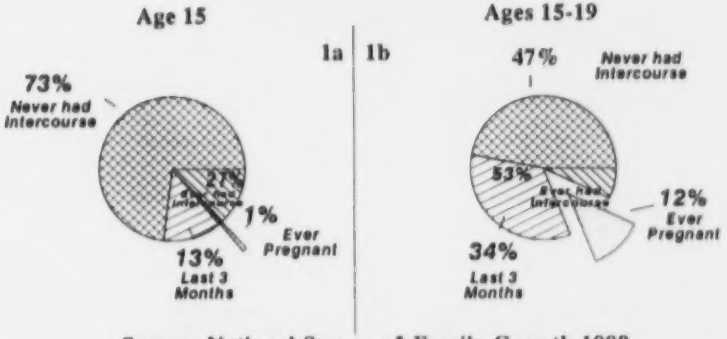
Figure 1, Sexual Behavior of Young Women

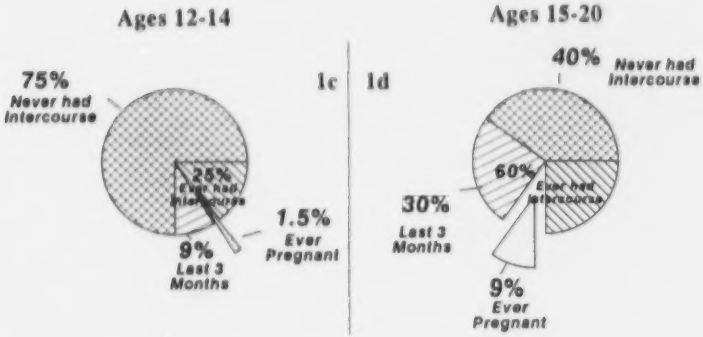
United States & Girls Incorporated Study

United States 1988



Source: National Survey of Family Growth 1988

Girls Incorporated Preventing Adolescent Pregnancy Project 1985-1988



First Survey, Prior to any Program Participation

Affiliates' experience was that these young women themselves saw pregnancy as a problem. By 1981 the governing council of Girls Incorporated had adopted a policy statement endorsing age-appropriate sexuality education by schools and community organizations, in support of parents as the primary sex educators. The national organization instituted training to complement its nationally acclaimed publications on adolescent sexuality and parenting; several affiliates developed their own pregnancy prevention programs. By 1984, 83 percent of Girls Incorporated affiliates were providing some programs in sexuality education. Girls Incorporated also took national leadership in the policy arena on adolescent pregnancy prevention, participating in the Title X (family planning) coalition and informing others of the seriousness of the issues.

Girls Incorporated decided to develop and evaluate a comprehensive program to address the maze that girls and young women must negotiate to emerge from their teens without children of their own. As shown in Figure 1, the organization, working with four affiliates, successfully enlisted girls and young women at high risk of early pregnancy, whose participation served to refine the program and to study its effects. For example, as of their first survey, prior to any involvement in the study (Figure 1c), 25 percent of the girls ages 12-14 had had sexual intercourse at least once, 9 percent had had sex in the last four weeks and 1.5 percent had been pregnant, a profile similar to the considerably older national sample (Figure 1a). Among the older girls in the study (Figure 1d), most of whom were under age 17 (mean age 15.7 years), 60 percent had ever had sexual intercourse, 30 percent had had sex in the last four weeks and 9 percent had been pregnant, again a profile of risk similar to a national sample (Figure 1b) with an older mean age.

The comprehensive approach and program components

Studies of knowledge-based sex education programs have shown that while participants learn much of the information presented, their learning does not carry over into a lower likelihood of sexual activity or greater use of contraception (Kirby, 1984). Girls Incorporated national staff, working with recognized experts on teenage pregnancy and sexuality education, designed a comprehensive approach providing factual information and skill-building exercises to enable girls and young women to make and implement responsible decisions about sex.

Recognizing that in today's society it is not easy or automatic for young women to avoid pregnancy until they finish high school, the approach was comprehensive and addressed the differing needs and levels of understanding of young women of different ages. The programmatic goal for girls ages 12-14 was the choice not to have sexual intercourse until they were older, so programs for these girls stressed skills in communication and in identifying and resisting pressures toward sexual activity. Young women ages 15-17 could participate in programs stressing life planning skills and health education and care. These programs shared two goals: to increase young women's motivation to avoid pregnancy until they made a responsible decision for motherhood and to give them the means to avoid pregnancy through the decision for abstinence or effective use of birth control. These program components were offered and evaluated in four Girls Incorporated affiliates serving communities where the teen pregnancy rate was higher than the national average. The four affiliates selected as demonstration sites were in Dallas, Memphis, Omaha, and Wilmington, Delaware.

Growing Together

This program component provided a series of workshops in which 12- to 14-year-old girls and their mothers (less often, fathers, or other significant adults) practiced communicating about a variety of issues, particularly sex and sexuality. Many parents find it difficult to talk to their children about sex, whether providing information or discussing values (Alan Guttmacher Institute, 1981). In 1985, when Growing Together was developed, the weight of the literature indicated that girls who could talk with their parents, particularly their mothers, about sex

were less likely to be having intercourse (reviewed in Fox & Inazu, 1980 and McAnarney, 1982) and more likely to be using birth control if they did (Coles & Stokes, 1985). Although some later studies (Furstenberg, Herceg-Baron, Shea & Webb, 1986; Treboux & Busch-Rossnagel, 1990) failed to find a similar connection, it was considered important to test Growing Together as a component of the comprehensive approach.

The program was implemented as five two-hour sessions led by a trained facilitator. The first session was for adults only, giving parents a chance to feel comfortable with the facilitator and each other and reassuring parents that they are competent to discuss sensitive issues related to sex and sexuality with their daughters. The remaining four sessions covered such topics as reproductive anatomy, physical and emotional aspects of puberty, accurate information about pregnancy and acceptable types of dating. Interactive exercises included role plays and discussions; depending on the exercise, parents and daughters participated as individuals or as parent-child(ren) teams as well as by family role in order to point out that differences in opinion are not always disagreements between parent and child.

Will Power/Won't Power

This second program component for girls ages 12-14 focused on group-building, understanding relationships and practicing assertiveness skills. Expert opinion suggested a directive approach for these young teens, asserting that the participants are too young to be having sexual intercourse and guiding them to practice recognizing and resisting pressures to do so (Kirby, 1984; McAnarney, 1982). Studies published after Will Power/Won't Power was designed confirm that programs based on skill-building and social learning can help young teens decide to delay becoming sexually active (Howard & McCabe, 1990) or to avoid substance abuse (Ellickson & Bell, 1990).

The Will Power/Won't Power curriculum was delivered in six two-hour sessions. Activities included recognizing media and peer pressure to be sexually active through the use of films, videos and exercises, reasons to avoid early sexual activity, and discussion of physical affection and dating situations. Many of these situations, including resisting "lines" and other pressures to engage in sexual intercourse, were explored through role plays.

Taking Care of Business

This program component for older teens ages 15-17 included career education and future planning as well as information on sexuality, reproduction and contraception. This approach was based on studies of young women from a variety of cultures and backgrounds indicating that those who see a bright future ahead, as evidenced by their aspirations and career goals, are less likely to experience pregnancy as teenagers than their peers whose aspirations and goals are lower (Chilman, 1980). As argued by researcher and program consultant Joy Dryfoos (1983), knowledge of how to prevent pregnancy is not enough; young women also need motivation to postpone pregnancy.

The version of the program now called Taking Care of Business used during the Preventing Adolescent Pregnancy study was based on Choices: A teen woman's journal for self-awareness and personal planning (Bingham, Edmondson & Stryker, 1983), a life options curriculum developed by the Girls Club of Santa Barbara. The nine two-hour sessions included such topics as sexual responsibility as defined by abstinence or consistent use of effective contraception, information on reproduction, birth control and sexually transmitted diseases, career planning and goal-setting, and communications and assertiveness skills. The most recent studies of similar life options programs (Allen, Hoggson & Philliber, 1990; Philliber & Allen, in press; Public/Private Ventures, 1987) agree that this approach is useful.

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Health Bridge

Health Bridge, the second component of the Preventing Adolescent Pregnancy project designed for older teens, coordinated health education, including information on reproduction and contraception, in Girls Incorporated centers with comprehensive health services in a neighborhood clinic. According to the Panel on Adolescent Pregnancy and Childbearing of the National Research Council, pregnancy is best prevented among sexually active teenagers by encouraging their consistent use of birth control methods and ensuring their access to contraceptives (Hayes, 1987). While the final verdict on the effectiveness of school clinics is still out, four school clinics prescribing birth control and providing contraceptives or access to them recorded over twice the percentage of student visits for reproductive health care as did two school clinics only providing contraceptive counseling (Kirby, Waszak & Ziegler, 1991). Zabin found that sexually active junior high school students in Baltimore increased their use of birth control methods when a readily accessible storefront clinic was established as part of a comprehensive program (Zabin et al., 1986).

The design of Health Bridge combined the features of school-based and neighborhood clinics found to be most important in preventing adolescent pregnancy: ongoing health education and case management provided by a nurse from the bridging clinic, with the attendant opportunity for building a trust relationship; comprehensive health services, so that making use of the clinic was not tantamount to announcing contraceptive or reproductive health concerns; and accessibility, allowing participants to attend educational sessions and make fullest use of the available health services. Financial and logistical difficulties in implementing Health Bridge meant that this program component could not always be implemented exactly as designed. Health Bridge was implemented for between one and two and a half years at each demonstration site.

Study design

The field research for the Preventing Adolescent Pregnancy project ran from October 1985 to October 1988. During the three project years, each site recruited as many girls and young women currently between the ages of 12 and 17 as possible as project participants. Project participants were encouraged but not required to enroll in program components for which they were eligible by age. Those who did became the experimental group. Project participants who did not enroll in any of the program components served as the control group. All project participants, regardless of program participation, were asked to complete an annual survey in October of each program year and at the end of the program. This survey collected background data on participants and asked about their attitudes toward teenage pregnancy, their educational and career goals and expectations, their sexual experience and their use of birth control methods. Young women who turned 18 during the course of the project were encouraged to continue their participation by completing the same annual survey as younger participants and an additional part asking about educational and job experience, marital status and numbers of pregnancies and births. The analysis of data was based on those young women who completed at least two consecutive annual surveys--that is young women for whom there is "before" and "after" information on sexual behavior for one year, with (participants) or without participation (nonparticipants) in one or more program components during that year.

Project participants chose whether or not to enroll in program components, rather than being randomly assigned to experimental and control groups. One might suspect that teen women who enrolled in program components differed from those who did not enroll in ways that meant they were less likely to become pregnant as teenagers regardless of participation. In order to test for this possible self-selection bias, the annual survey collected information on background characteristics--age, race/ethnicity, mother's education, family structure and sources of

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income, academic average, educational expectation, being the child, sister or friend of a teenage mother and previous sexual activity--which previous studies had found to be associated with risk of teenage pregnancy.

Study subjects--participants and nonparticipants

In the sample for measuring the effectiveness of Growing Together and Will Power/Won't Power the girls who had ever had intercourse were excluded, since this was the outcome measure of interest. The girls were young, with 11 percent not yet having turned 12 at their first survey, 55 percent age 12 and 34 percent age 13 or 14. About 75 percent of the girls were African American and 25 percent were white, Latina or of other racial or ethnic groups. The majority, 83 percent, were Protestant or of other religions and 17 percent were Catholic. In this young group one-third (36%) reported living in a household with a father, three-fifths (58%) had mothers who had completed high school and one-fourth (24%) reported welfare as a source of family income. The mothers of 37 percent of these girls had been pregnant before age 18 and 46 percent of the girls had girlfriends who had been pregnant before age 18. There were 412 girls who were subjects in the research project for one year, at any time during the three years that programs were offered in the study, and who had never had intercourse at their first survey. Of these girls, 257 participated in Will Power/Won't Power and 84 participated in Growing Together, including 46 who participated in both components; 117 participated in neither component.

In the sample measuring the effectiveness of Taking Care of Business and Health Bridge the young women who had had intercourse were included but those who had been pregnant were excluded, since this was the outcome of greatest interest. The average (mean) age was 15.4 years; 84 percent were African American with 16 percent white, Latina or of other racial or ethnic backgrounds; 90 percent were Protestant or other religions and 10 percent were Catholic. In this older group 29 percent were living in a household with a father, 62 percent had mothers who had completed high school and 27 percent reported welfare as a source of family income. The mothers of 45 percent of the young women had been pregnant before age 18, as had girlfriends of 85 percent of them. The sample for testing the effectiveness of Taking Care of Business comprised 343 young women ages 14-20 who took part in the research project for one year and had never been pregnant prior to their first survey; of these, 165 participated in Taking Care of Business and the 178 who did not participate became the comparison group. In the sample to test Health Bridge there were 359 young women; 89 became participants and 270 were nonparticipants.

For the test of the comprehensive approach involving all four components the sample consisted of 343 girls and young women ages 12 to 15 when the study began who had completed three consecutive annual surveys and had never been pregnant prior to the first survey. Among the 237 program participants, 133 participated in one component, 104 in two or more components; 106 young women did not participate in any component and became the comparison group.

Background characteristics of participants in each program component were generally found to be similar to those of nonparticipants in the same age group. The only program component for which there was evidence of possible self-selection bias was Growing Together; girls enrolled in this program component were significantly different from nonparticipants in several background characteristics associated with less likelihood of being sexually active, a finding considered important for the design of future parent-daughter programs. The differences were statistically controlled in data analyses. In the case of Will Power/Won't Power and Taking Care of Business, a further comparison was made after dividing the experimental group into those who had participated for the average number of hours or more and those who had participated less than the average number of hours. Two significant differences were found between the Taking Care of Business groups, but both indicated that program nonparticipants were possibly at *less* risk of teenage pregnancy than were program participants, contrary to the

assumption of self-selection bias. Comparisons of project subjects who enrolled in no program components, in one program component and in two or more program components found no significant differences in background characteristics between these groups.

Results

The four program components of the Preventing Adolescent Pregnancy project show promise in achieving their goals of postponing first sexual intercourse for younger participants and decreasing the likelihood of pregnancy among older participants. "Dosage" seems to be important in the two programs focusing on skill development, Will Power/Won't Power and Taking Care of Business; the teen women who participated in these programs for more than the average number of hours were the most likely to achieve program goals. Participation in one or more program components also seems to increase participants' probability of avoiding teenage pregnancy.

Unless stated otherwise, the results reported here are statistically significant at the .10 level or below. That is, such a difference between participants and nonparticipants, or between long-term and short-term participants, would occur by chance 10 times or fewer in 100.

Growing Together

Girls who participated in Growing Together were less than half as likely as their peers who did not participate to have sexual intercourse for the first time. As shown in Figure 2, Growing Together participants were more likely than nonparticipants to continue to delay having sexual intercourse until they were older. This was true independent of the number of hours girls participated in this program component.

Will Power/Won't Power

To see whether "dosage" makes a difference, the girls in the Will Power/Won't Power study were divided into three groups for analysis--girls who participated in Will Power/Won't Power for ten hours or more, girls who participated for one to nine hours, and nonparticipants (0 hours). The girls who participated in nearly the entire program (10 or more hours) were the least likely to have sexual intercourse for the first time--only half as likely as nonparticipants (Figure 3). Figure 3 also shows that the girls who participated in nearly the entire program were less than one-third as likely as girls who participated for a shorter time to have sexual intercourse for the first time. The apparent diference between short-term participants and nonparticipants should be viewed very cautiously since it was not a statistically significant difference--that is, the difference might well have occurred by chance. If this difference is "real," it may be that special attention must be paid to retaining teens who seem less committed to the program, or that young teens who are more interested in sexuality--for example already dating--are more likely to sign up for a program than their peers for whom decision-making about sexual behavior is less immediate. As we explore the data further through causal modeling, the extent to which the nonparticipant/short-term participant difference is "real" may become clearer. The effects that are statistically significant suggest that participation in the full program is associated with delay in first intercourse.

Taking Care of Business

Again to address the question of "dosage"--whether the amount of involvement in the program is important to its effectiveness--the subjects for the study of Taking Care of Business were divided into young women who participated for 13 or more hours, those who participated for 1 to 12 hours, and nonparticpants (0 hours). Young women who participated in the entire program (13 or more hours) were about half as likely as nonparticipants to have sex without contraception (Figure 4). Those who participated for the entire program were only one-third as

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Figure 2

Likelihood of having sexual intercourse for the first time: Participants in Growing Together *vs.* nonparticipants

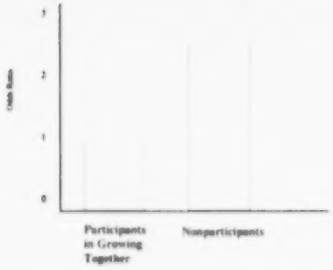
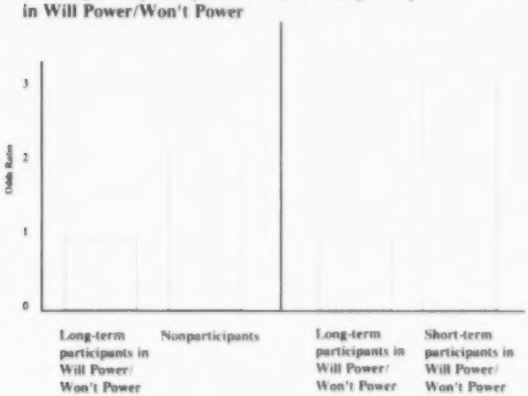


Figure 3

Likelihood of having sexual intercourse for the first time: Long-term participants *vs.* nonparticipants and long-term participants *vs.* short-term participants in Will Power/Won't Power



The difference between nonparticipants and short-term participants is not statistically significant.

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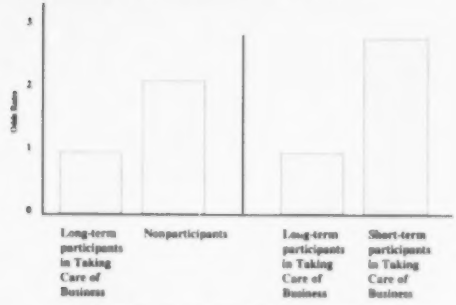
Figure 4

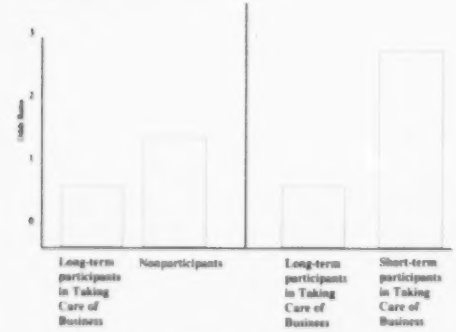
Likelihood of having sexual intercourse without birth control: Long-term participants *vs.* nonparticipants and long-term participants *vs.* short-term participants in Taking Care of Business


Long-term participants in Taking Care of Business
Nonparticipants
Long-term participants in Taking Care of Business
Short-term participants in Taking Care of Business

The difference between nonparticipants and short-term participants is not statistically significant.

Figure 5

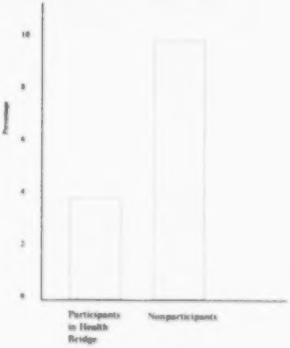
Likelihood of becoming pregnant: Long-term participants *vs.* nonparticipants and long-term participants *vs.* short-term participants in Taking Care of Business


Long-term participants in Taking Care of Business
Nonparticipants
Long-term participants in Taking Care of Business
Short-term participants in Taking Care of Business

The differences between nonparticipants and long-term participants, and between nonparticipants and short-term participants, are not statistically significant.

Figure 6

Percentage of young women who experienced pregnancy: Participants in Health Bridge *vs.* nonparticipants



likely as their peers who participated less than 13 hours to have sex without using contraception. Again the apparent difference between the nonparticipants and the short-term participants was not statistically significant and could well have occurred by chance. If the difference is "real," it may signal the importance of making programs for older teens attractive and convenient enough to retain their full participation, or the need to back up educational programs with reproductive health services, such as the Health Bridge. The effects that are statistically significant suggest that participation in the full program is associated with greater likelihood of using contraception.

As shown in Figure 5, these more consistent participants in Taking Care of Business were somewhat (but not significantly) less likely than nonparticipants and one-third as likely as the short-term participants to become pregnant. The statistically significant results suggest the importance of participation in the entire program.

Health Bridge

Young women who participated in Health Bridge reported one-third the incidence of sex without using contraception compared to their peers who did not participate. Health Bridge participants were also less than half as likely to become pregnant as nonparticipants (Figure 6).

Comprehensive participation

Teen women who participated in one or more of the program components during a two-year period were less than half as likely as nonparticipants to become pregnant. Project participants as a group and when divided by participation in one or more than one program component were not notably more likely than nonparticipants to use contraception at last sexual intercourse. This result is puzzling and contrary to expectation.

Discussion

Virtually all of the analysis of data collected in the Preventing Adolescent Pregnancy study suggests that each program component is effective in preventing adolescent pregnancy. In two programs length of participation was crucial to program effectiveness. We conjecture that for girls enrolled in Will Power/Won't Power greater length of participation allows more practice of communication and assertiveness skills and may also reflect stronger commitment to the program's goals. Similar factors may also be operating in Taking Care of Business, which emphasizes decision-making skills. Length of participation proved less crucial in the other two program components. Growing Together also involves practicing skills, in this case communication, but the relationship between the participant and a trusted adult seems less subject to quantity than quality of time invested. In Health Bridge, again, establishing a relationship with a nurse or other caring adult and feeling connected to a comprehensive clinic as a means to using effective birth control may not take a specific number of hours or sessions.

Though self-selection bias would be suspected when participants chose to enroll or not in program components, analysis of background characteristics showed no evidence of self-selection bias in the study population as a whole or in the experimental and control groups for three of the program components. Participants in Growing Together were significantly different from nonparticipants of the same ages. White and Latina girls were more likely than African American girls, and Catholic girls more likely than Protestant girls, to participate in Growing Together. These factors were controlled in the analysis but the difference between participants and nonparticipants may account for some of the apparent effectiveness of this one program component.

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Growing Together in its published version has been adapted for younger girls, ages 9-11. This change to a younger age group is intended to help girls and their parents establish good communication and discuss values and information concerning sex and sexuality so that they can continue to do so as the girls negotiate the personal and social challenges of adolescence. Although the resulting program has not been studied, the hope is that girls and their parents from all backgrounds will find parent-daughter workshops more appealing when the girls are younger.

The age range for Health Bridge has been expanded in the published version to include girls from age 12 on, responding both to the fact that some girls this young were having intercourse and to the experience of the demonstration sites that younger girls were eager to listen to and talk with Health Bridge nurses.

Recommendations

The promising findings from the Girls Incorporated study have implications for adults working with girls and young women in other settings, and for funders and policy makers concerned with youth.

Start early and stay late:
Sexuality education needs to start as early as age 9 and last through age 17 or 18. Both the literature on sexuality education and our experience in the study recommend that sexuality education should begin by at least the fourth grade, or age 9. About one-fourth of girls have had sexual intercourse by age 15, too many of them by age 12 or 13. The proportion who are sexually experienced and active increases rapidly each year after 15, although there is still a substantial minority of teens age 17 and 18 who deserve support for the decision not to have sexual intercourse.

The barrage of messages about sexuality in our culture leaves girls and young women understandably confused. Should they believe the advertisers of jeans and beer? Parents or religious leaders? Older teens or close friends when making decisions about sex? A peremptory "just say 'No'" fails to take account of the developing strengths and needs of girls. By age nine girls need to know about their developing bodies and share their concerns about sexuality with caring and sensible adults. As they get older they should have help sorting through the mixed messages, acquiring a firm belief that it is their right not to have sexual intercourse and the skills to make the decision stick without becoming social outcasts. While they are still in junior high or high school young women need to learn to plan their own lives and have the skills and adult support to decide if and when children might be part of the picture. Whatever adults would wish for them, many young women do become sexually active while in their teens and they require the information and resources to prevent pregnancy and sexually transmitted disease in order to pursue their own educational, occupational and family goals. To be helpful, interventions to prevent adolescent pregnancy must respond to the issues young women are confronting--they must start early in a girl's life and stay late as she takes increasing responsibility for her well-being.

The more the better:
"Dosage" can be important to effectiveness. It takes time to develop skills, to think through values and to establish a group of peers who make decisions about sexuality carefully, so programs may need to last several sessions over several weeks. Program developers need to pay as much attention to retention as recruitment. Programs should address real problems of teens to sustain their interest. Another aspect of "the more the better" is that pregnancy prevention is not "finished" when a given program is over. Although we cannot prove it from this study alone, the chances are that teens who receive consistent messages and reliable adult support at home, school and community organizations are more likely to prevent pregnancy successfully.

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Truth, trust and technology are the keys to responsible behavior:
For most young women, particularly for young teens, responsible behavior means deciding not to have sex until they are older. Realistically, however, there will always be some teen women who are sexually active. Every young woman needs and deserves information (truth), support (trust) and skills and resources, including access to contraception when she needs it (technology). These are the keys that enable a young woman to have the confidence to keep saying "No" and making it stick or to insist upon contraception until she makes a responsible decision to become a mother. Thus, society shares responsibility with young women to see that they have access to the services they need.

Youth organizations and other community groups have a significant role to play in reducing teen pregnancy:
The prevalence of pregnancy among Girls Incorporated members (and presumably among members of other youth organizations) implies that girls who become pregnant are not necessarily uninvolved and isolated. The Girls Incorporated Preventing Adolescent Pregnancy study shows that organizations already trusted by parents and children can help young women learn the information and skills they need to make responsible decisions in the context of family and community values. They can provide both a support system for the majority of young women who are not sexually active but may feel as if "everybody's doing it" and nonjudgmental assistance to the large minority who are sexually active. Organizations can be advocates in their communities, encouraging increased services and improved policies that help all young women to plan their futures instead of drifting into them.

Spend now, save later:
Investing in pregnancy prevention today means less money spent on economic asssistance later. Early, unplanned pregnancy is enormously costly. One organization estimates that teen pregnancies cost society $21.55 billion in 1989 (Armstrong and Waszak, 1990) and that the potential savings to society for a single pregnancy delayed beyond the teen years is more than $8500. As an organization whose purpose is to help girls and young women succeed in an inequitable world, Girls Incorporated is even more concerned with the costs of early sexual activity and teenage pregnancy to young women. Teenage pregnancy is a risk factor for future unplanned pregnancies (Sornstein, Hilton & Montoya, 1985). Teenage motherhood makes it difficult to complete one's education and locks many young women into low-paying jobs (Hayes, 1987; Youth and America's Future, 1988). Both government and private funders must begin making the fiscally prudent and humane decision to increase funding for sex education and reproductive health care, including contraceptive services. Preventing adolescent pregnancy makes economic--and human--sense.

Preliminary estimates indicate that offering all four components of the Girls Incorporated Preventing Adolescent Pregnancy program to one girl costs about $1200. Participation in this program can not only help teen women to postpone pregnancy until they are ready for motherhood, but to acquire skills and confidence that will help them be more responsible adults, with a secure future for themselves and their families.

Preventing Adolescent Pregnancy in action

Enthusiasm for all four program components at the demonstration sites was high, and local staff members believed that the programs were helping Girls Incorporated members acquire the knowledge, skills and motivation to delay becoming sexually active or pregnant. Their experiences and early evaluations led to publication of program curricula, revised in light of three years of implementation, in 1988 and training of Girls Incorporated staff at any interested affiliate to offer the program components as soon as the experimental phase of the project ended. In 1990, 62 affiliates offered at least one program component to over 6500 girls and

young women. As Girls Incorporated staff continue to analyze data collected in the Preventing Adolescent Pregnancy project and affiliates continue to evaluate their experiences in offering the program components, further studies will be published and new revisions may be adopted.

Recruitment for Growing Together has proved difficult less because of parent reticence than in light of realities of family life, especially as many Girls Incorporated members live in single-parent families. Providing transportation to and from sessions, a snack or light meal and child care for younger siblings have proven helpful in allowing parents and daughters to participate. As explained above, the program has been revised for 9- to 11-year-olds and their parents.

Will Power/Won't Power is the most readily implemented program component for most youth organizations. Girls enjoy the activities and skill practice. Materials are inexpensive and easy to obtain, and often staff have the small-group, interactive skills the program requires.

In the revision of the program, assertiveness and peer support (as opposed to peer pressure) are further emphasized. Participants are encouraged to form a sorority supporting each other in the decision to wait until they are older to have sex. Girls are given more practice in assertiveness skills and more guidance in declining sexual activity, particularly for those girls who have previously had sexual intercourse.

The published version of Taking Care of Business concentrates less on careers and more on issues of and information about sex and sexuality while preserving its emphasis on life-planning skills. As older teens have many competing obligations, this program proved most successful when offered as part of a youth employment or career exploration program. Peer educators, particularly college students, are recommended as program facilitators.

Health Bridge is the most expensive and most difficult program to implement. It is, however, greatly needed by many young women who do not otherwise have access to health care which can provide the services they need affordably and nonjudgmentally. Younger teens were eager to participate and more willing to admit ignorance or to ask for advice; the program is now recommended for teen women ages 12-18.

The results of the study are promising if not overwhelming evidence that programs emphasizing truth, trust and technology can help girls and young women at high risk avoid pregnancy during their teen years. Girls Incorporated recommends strongly that affiliates implement the entire comprehensive program and urges schools and other community organizations to support all adolescents in making responsible decisions about their sexual behavior.

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Acknowledgments

National implementation

Project staff

Every project of the scope of the Girls Incorporated Preventing Adolescent Pregnancy initiative has a prime mover. For this project it was Jane Quinn, then program director for Girls Incorporated and now a project director at the Carnegie Council on Adolescent Development. Heather Johnston Nicholson of the Girls Incorporated National Resource Center served as principal investigator throughout the study and coordinated all aspects of the project. Other key players in those early days were national executive director Margaret Gates, project manager Catherine H. Smith and research assistants at the National Resource Center Stephanie Brzuzy and Julie K. Hamm. Special credit goes to research associate Leticia T. Postrado, who conducted or supervised all the data analysis.

Consultants and Advisors

Most of the curriculum was written and refined by Pamela M. Wilson, who has also been chief trainer for Preventing Adolescent Pregnancy both during and since the development phase. She joined her expertise with that of Joy G. Dryfoos, Frank F. Furstenberg, Jr., Irma R. Hilton and Douglas Kirby on the Advisory Panel for the project.

National Funders

Over its six years the Preventing Adolescent Pregnancy project has had more than $2 million in foundation support, $1.8 million from six foundations that made substantial commitments from $100,000 to more than $500,000. We and the project have benefited enormously not only from the generous financial support, but from the guidance and encouragement of foundation officers and the committees and boards they represent.

The following major funders and their officers deserve special recognition:

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The Allstate Foundation
The Huber Foundation
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Fortunaire's Club Charitable Foundation
Best Products Foundation
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Affiliates

The four Girls Incorporated affiliates that implemented the programs during the research phase performed beyond any reasonable expectation. It is impossible to name here all the dedicated staff members whose time and effort helped the Preventing Adolescent Pregnancy project succeed, but especial thanks are due to the following:

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Carlette Dickerson Margaret Alberti Jacqueline Katz Priscilla Thomas

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Several other Girls Incorporated affiliates played an important role in development and implementation of the Preventing Adolescent Pregnancy program. Leading the way were executive directors Carol Rawson and Henry Dawson of Springfield Girls Club Family Center, Mae B. Harty of Waterfield Girls Club, Dian E. Ferguson and Aggie Sweeney of Girls Incorporated of Puget Sound and Etta Keeler at Girls Club of San Diego, Inc.

The Preventing Adolescent Pregnancy project also benefited from far-seeing boards of directors and from both financial and personal support in the communities and affiliates involved in the project. Individuals, foundations and community organizations donated time and money. In Omaha Allan Lozier of the Lozier Corporation and Warren E. Buffett and Allen Greenberg of the Buffett Foundation, and in Dallas the Rosewood Foundation, were stalwart supporters.

The parents of Girls Incorporated members participated in Growing Together, encouraged their daughters to participate in all four program components and consistently expressed support for the organizations and this work. Especially we thank the girls and young women who participated in the programs and the research, whose responses have reshaped the program and whose confidential answers to myriad questions are now providing increased understanding of their needs and aspirations.

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Appendix

Sample activity from Growing Together

IDEAL PARENT/IDEAL DAUGHTER

Purpose: To help participants focus on those characteristics they would hope to find in an 'ideal parent' and in an 'ideal daughter.'

Materials: Two sheets of newsprint; two markers.

Time: 25 minutes.

Procedure: Tell participants that this final activity of the session is intended to improve parent-daughter communication. Point out that parents and daughters often wonder what each expects of the other.

Divide participants into two groups--one parents only, the other daughters only. Have parents brainstorm qualities of the 'ideal daughter' and have daughters brainstorm qualities of the 'ideal parent.'

Appoint a recorder for each group, and give both a sheet of newsprint and a marker. Tell them to list all contributions. (If two facilitators are available, one should go with each group. If not, the leader should stay with the daughters' group and help them with this process.)

After five to ten minutes, reconvene the large group. Have both recorders post their lists. Ask parents to react to the daughters' list and vice versa. Then pose the following questions:

Discussion Points:

1. Are you surprised by anything that appears on either list?
2. How realistic is each list?
3. Which of these characteristics would any of you like to acquire?

Conclusion: End by encouraging parents and daughters to discuss this activity on the way home tonight. Tell them that you will type up their 'ideal' lists and pass them out at the start of next week's session.

Source: Girls Clubs of America (1988), Growing Together: A sexuality education program for girls ages 9-11[2], p. 64.

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2. As explained above, after completion of the Preventing Adolescent Pregnancy project this program component was adapted for younger participants.

Sample activity from Will Power/Won't Power

MAKING AND REFUSING REQUESTS

Purpose: To practice making and refusing requests.

Materials: Leader Resource "**Situations**; Handout "**Assertiveness Rights and Behavior**"; index cards; newsprint; marker.

Time: 40 minutes.

Planning Note: Review the three situations provided in the Leader Resource. Adapt them or substitute others if they do not seem relevant to your group. Write out the situations on two sets of index cards--one situation to a card. (An alternate method is to make two copies of the Leader Resource and cut the situations into strips.)

Procedure: Begin this activity by saying, *"As human beings, we all have certain rights."* Distribute the handout and review these five rights:

To express our feelings honestly
To ask for what we want (make a request)
To say "no" (refuse a request)
To change our minds
To act in our own best interest (do what is best for us)

Continue by saying, *"These are called assertiveness rights. Note that in addition to these rights, your handout lists the assertiveness techniques we discussed earlier. Now let's practice carrying out these assertiveness rights."*

Post the following on newsprint:

Make a request--ask for what you want
Refuse a request--say "no"
Change your mind

Explain that the girls will work in small groups to roleplay three situations: making a request, refusing a request and changing your mind. Divide participants into two groups and have each group choose a leader, whose responsibilities are to assign roles and to see to it that all girls get a chance to take part in the exercise. Give each group an index card on which the first of the three Leader Resource situations appears; tell participants they have 10 minutes to plan and act out the roleplay. Afterwards, have members briefly discuss how the situation was handled.

Have the girls follow the same procedure for the two remaining situations. (Throughout this activity, monitor the progress of both groups and help out when necessary.)

To conclude, ask the following questions:

Discussion Points:

1. How easy was it to be assertive in the three situations?
2. Of the three--making a request, refusing a request and changing your mind--which do you think is the most difficult in real life? Why do you feel this is so?

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Leader Resource
SITUATIONS

1. **Make a request:**
You're with two friends in a restaurant. You ordered a well-done hamburger. When the burger arrives it's so rare that blood is dripping onto your plate. You discuss the situation with your friends and then call the waiter over to the table. Create a roleplay in which you ask the waiter to correct the problem.

2. **Refuse a request:**
Your friend wants to know if she can borrow your new blouse. The last time she borrowed something from you she spilled mustard on it and the stain never came out. You know that your friend doesn't take care of her clothes the way you do, and you don't want to lend her your blouse. She keeps talking about how perfect the blouse would be with her black pants, and she promises to get it cleaned before she returns it. Create a roleplay in which you refuse her request.

3. **Change your mind:**
Paula has been going with Adrian for three months. They've had sexual intercourse a few times. But now--after taking part in a **WILL POWER/WON'T POWER** program at the Girls Incorporated center--Paula decides that she doesn't want to have sex again until she's older. Create a roleplay in which Paula tells Adrian that she's changed her mind.

Handout
ASSERTIVENESS RIGHTS AND BEHAVIOR

Your Rights:

You have a right to express your feelings honestly.
You have a right to ask for what you want.
You have a right to say "no."
You have a right to change your mind.
You have a right to act in your own best interest.

Assertiveness Techniques:

1. **Use the 'Broken Record' method.** Say "no"--or something else just as simple and direct--and keep repeating it. Don't offer reasons or excuses for saying "no."

2. **Take the lead in the conversation.** Tell the person that the pressure is bothering you.

3. **Refuse to discuss the matter further.** Walk away from the situation. Tell the person you'll talk about it later.

Source: Girls Clubs of America (1988), Will Power/Won't Power: A sexuality education program for girls ages 12-14, pp. 18-21.

Sample activity from Taking Care of Business

WEIGHING RISKS

Purpose: To have participants practice distinguishing between reasonable and unreasonable risks.

Materials: Leader Resource **"What Kind of Risk?"**; newsprint; marker.

Planning Note: Before the start of the session, write the definitions of 'reasonable risk' and 'unreasonable risk' on a sheet of newsprint. Before beginning this activity, post the newsprint sheet in the front of the room.

Time: 30 minutes.

Procedure: Tell the group that they will now be asked to distinguish reasonable risks from unreasonable risks. Read aloud the situations provided in the Leader Resource. After each one, ask:

> Is this a reasonable risk? Why or why not?
> What does this person stand to gain or lose?

After discussing the group's reaction to each situation, pose the following questions:

Discussion Points

1. What are some other real-life situations that involve reasonable risks?
2. What reasonable risks have *you* taken?
3. What would be an unreasonable risk for a young child? For a teenager? For an adult? For an older person?

Leader Resource
WHAT KIND OF RISK?

1. Andrea is an excellent baseball player. She tries out for the team at her neighborhood recreation center, even though it's always been a boys-only team.

2. Deborah decides to go white-water rafting. She has never done it before, but she's going with a group of people and an experienced guide. She also plans to wear a life vest.

3. Brenda and her long-distance boyfriend have sexual intercourse two or three times every summer. They never use birth control.

4. Sam never wears his seat belt. He thinks it's too much trouble.

5. Jane uses PCP once or twice a year when she visits her older cousin in New York.

6. Shirley and her boyfriend James have tried anal sex a few times. He doesn't wear a condom.

7. Lashawn is a nice person and a serious-minded student, but she's not very popular at school. She decides to run for Class Treasurer.

8. Jackie has no work experience. She walks into the personnel office at a local department store to ask about a summer job.

9. Al has a few friends who use crack. He decides to try it just once.

10. Mike has had sexual intercourse with five different girls during the last two months. He never uses a condom.

11. Stella had four beers at a party after the homecoming game, then drove home.

12. Marcia feels bored all during her senior year. She doesn't like her teachers or any of the subjects she's taking. She knows she'll manage to graduate but has no further plans. She figures she's sure to find a man who'll take care of her.

Source: Girls Clubs of America (1988), Taking Care of Business, pp. 68-69.

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More information about the Preventing Adolescent Pregnancy project

Evaluation

Nicholson, H.J. & Postrado, L.T. (in press). A comprehensive [Preventing Adolescent Pregnancy] program in a youth organization: Girls Incorporated. In Miller, B.C., Card, J.J., Paikoff, R.L. & Peterson, J.L. (Eds.), Preventing Adolescent Pregnancy: Model Programs and evaluations. Newbury Park, CA: Sage.

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Curricula

Growing Together: A Sexuality Education Program for Girls Ages 9-11

Will Power/Won't Power: A Sexuality Education Program for Girls Ages 12-14

Taking Care of Business: A Sexuality and Career Exploration Program for Young Women Ages 15-18

Health Bridge: A Collaborative Model for Delivering Health Services to Young Women Ages 12-18

The Girls Incorporated National Resource Center in Indianapolis will provide information on the latest available materials on the Preventing Adolescent Pregnancy project. Adults interested in bringing the Preventing Adolescent Pregnancy program to their community should contact Girls Incorporated through either the headquarters in New York City or the National Resource Center.

girls inc.

THE YOUTH DEVELOPMENT BLOCK GRANT

TESTIMONY
of
Isabel Carter Stewart
National Executive Director
Girls Incorporated

on behalf of
the National Collaboration for Youth

before the
Select Education and Civil Rights
and the
Subcommittee on Human Resources
of the
House Education and Labor Committee
Room 2261
Rayburn House Office Building

Thursday, August 4, 1994
10:00 a.m.

Chairman Martinez, Chairman Owens, Congressman Donald Payne, Congresswoman Connie Morella, and Members of the Committee, I am Isabel Stewart, National Executive Director of Girls Incorporated. I am honored to have this opportunity to speak with you on the Youth Development Block Grant (YDBG), a critical piece of legislation that will bring much needed funding and coordination to the field of youth development.

Before I begin, however, I want to thank Representatives Payne and Morella for introducing the Youth Development Block Grant, and Representatives Owens and Martinez for co-sponsoring this landmark initiative and for scheduling this timely hearing. I am thankful for the commitment and leadership you have shown on behalf of America's young people.

In presenting my testimony today, I also represent many other positive youth development programs across the country, especially those included within the National Collaboration for Youth. The Collaboration consists of fifteen prominent national organizations, all dedicated to serving children and youth across the nation. Collectively the National Collaboration for Youth serves more than 25 million youth each year. The members are:

American Red Cross
Girls Scouts of the USA
Association of Junior Leagues International
Girls Incorporated
Big Brothers/Big Sisters of America
National Network of Runaway and Youth Services
Boy Scouts of America
Boys and Girls Clubs of America
The Salvation Army
Camp Fire Boys and Girls
WAVE, Inc.
Child Welfare League of America
YMCA of the USA
YWCA of the USA
4-H Extension Service

At Girls Incorporated, our particular focus is on girls. Girls Incorporated is a national youth service, program development, research, and advocacy organization. Our programs are offered through a network of affiliates, located in nearly 750 professionally staffed sites across the country. While our national organization was founded in 1945 as Girls Clubs of America, Girls Incorporated centers date back to the Industrial Revolution, when they were formed in the northeast mill towns to provide a safe haven for the daughters of the factory workers and for the young women who worked in the factories. Since then, the organization has continued to meet the changing needs of girls and young women and committed itself to helping them overcome discrimination while working to make society more equitable.

Girls Incorporated has heavily invested in program development for the past ten years. Our programs, based on research and rigorously evaluated, are widely recognized as being on the cutting edge, addressing what girls need to be healthy, productive, and confident now and later. They are used by schools, community organizations, professional associations, science museums, and health clinics as well as by our own affiliates, who collaborate with us on the design and testing. For our affiliates, improving the lives of girls is not a question of figuring out what works -- they have the Girls Incorporated expertise to draw upon; instead, it is a question of finding the funding they need to reach more girls in their communities.

All of us who are dedicated to improving the lives of young people know how urgent their needs are today. The Youth Development Block Grant provides the critical funds and national leadership to address those needs. Too many of our youth are reaching adulthood unprepared to be contributing community members, responsible parents, and productive participants in mainstream institutions. By some estimates, more than one-quarter of U.S. young

people confront a "serious" risk of never reaching their potential, and another one-quarter are at "moderate" risk.[1] Between 60% and 80% of the young people judged seriously at risk live in our inner cities.[2] Kids growing up in the inner-city, in the words of one youth worker, are just "trying to live, just to duck the bullet."[3] Success for these young people is measured in their ability to avoid bullets, violence, crime, pregnancy, abuse, and neglect.

Over the past decade public concern related to young people has focused primarily on "controlling" youth problems, like substance abuse or juvenile delinquency. Juvenile arrest and incarceration rates have steadily increased over the last ten years. In 1991, there were an estimated 2.3 million juvenile arrests. Juvenile arrests for violent crimes increased 41% from 1982 to 1991. It is becoming increasingly clear that even after the ambitious National Education Goals, our War on Drugs, and now the War on Crime, America will not make significant progress on the challenges facing youth today unless we address the broader developmental needs of our youth. Young people who lack self-confidence, self-discipline, respect for others, and a sense of connection to their families and communities, are unlikely to be successful in school, and far more likely to engage in high-risk behaviors.

Currently, prevention programs are largely focused on younger children -- age 4 and under, and programs that have proven effective with this age group, such as Head Start, continue to receive increased funding. We have held the schools primarily responsible for the edification of young people ages 5 to 18. But with all they are charged to do, schools cannot meet every need. As a result, the non-academic developmental needs of our school-age youth have largely been ignored. Moreover, we fail to focus on the fact that youth age 5 to 19 spend 40% of their time out-of-school.[4] Prevention funding for this age group is limited and scattered throughout

the Department of Health and Human Services (HHS), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Department of Education (ED), and the Department of Housing and Urban Development (HUD). For example, there is $13 million allocated for youth sports programs in housing projects in HUD, there is $63 million for prevention programs for youth in the Center for Substance Abuse Prevention, and $10 million for youth gang substance abuse prevention in HHS.

Funding is available to local programs for particular activities targeted at particular populations -- sports programs for public housing youth, community service for youth involved in the juvenile court system. As a result, in order to receive funding, local youth serving agencies must reformulate their existing program format and structure into narrowly defined mandates if they hope to receive funding from the federal government. Often programs are developed or expanded based on what funding is available, not on what best meets the needs of the community. Most importantly, because of the limited funding available, many young people have no place to go after school and on weekends to find positive experiences that will develop their interests and skills, and improve their outlook for the future, especially in low-income communities.

Moreover, once local programs receive their funding, there is little incentive to coordinate their efforts with other organizations in the neighborhood. No mechanism exists through which community-based organizations, schools, government officials, and the private sector can regularly come together to develop comprehensive youth development strategies. The lack of such a process severely limits the ability of community leaders to assess the broad needs

of the community, develop programs that build on those already successful, and fill in where there are service gaps.

The Youth Development Block Grant helps address all of these issues: the limited funding available for prevention programs, the categorical nature of federal grants, and the lack of coordination among providers at the local level. Through the Youth Development Block Grant, $380 million (95% of the entire funding for the bill) will be available in the first year to local communities to develop or expand positive development programs that strengthen the moral, physical, emotional, social, and cognitive development of young people. Many of the youth who currently go unserved could finally be reached.

At Girls Incorporated we know from experience that young people today are interested in organized activities and joining neighborhood organizations. Research supports this knowledge; the landmark study by the Carnegie Corporation, "A Matter of Time," states that young people today want:

> "more regular contact with adults who care about and respect them, more opportunities to contribute to their communities, protection from the hazards of drugs, violence, and gangs, and greater access to constructive and attractive alternatives to the loneliness that so many now experience." [5]

Youth want a place to belong, where they are respected and that provides them with a sense of identity and purpose. Especially in the inner-city where youth are overwhelmed with violence and chaos, they seek a place where they can belong. Researchers who just completed a five-year study on youth development programs, Urban Sanctuaries Neighborhood Organizations in the Lives and Futures of Inner-City Youth, found that:

"at least three-quarters of the youth growing up in the caldron of the inner city are potential hopefuls, but only a small portion of these young people find their way to organizations that effectively give them hope." [6]

If there are no positive youth development programs to welcome them, gangs will. Many of the social problems that concern us -- teen pregnancy, substance abuse, violence -- exist because of the lack of youth development programs. Community-based youth serving organizations are a tremendous resource in developing and implementing youth development strategies, both because of their responsiveness to local community values and concerns and their ability to mobilize community resources. The Youth Development Block Grant builds on the strength, credibility, and expertise of these organizations by giving them a leadership role in both the planning and delivery of programs.

Under the YDBG, local youth development boards comprised of youth workers, and other key leaders in the community -- the mayor, the school superintendent, parents -- would receive the funding and based on the community's needs assessment, would determine what their priorities are. A community may want to open the YMCA for midnight basketball, or decide to start a mentoring program in the school, or ask the local Girl Scouts to start a council in the housing projects. Community leaders who know and understand their youth are in a position to determine who gets the funding and for what purpose.

And these decisions would not be made without input from the community's youth. Under the YDBG, priority in funding would go to programs that involve youth in the design and implementation of the activities. This is important because when youth are involved in planning programs, they have a greater commitment to the program's success. The Carnegie Council

found that "Young people respond enthusiastically to programs that reflect their needs and desires; they may shun programs that adults plan without their advice." [7]

Programs funded under the Youth Development Block Grant would also be coordinated with one another as well as with other services in the community. We know from affiliates that it is imperative that the various sectors serving youth -- schools, recreation departments, youth programs, and government -- coordinate their efforts in order to effectively serve the many and varied needs of young people. Each entity has a different focus and mission and serves a different purpose for the youth, but without communication among them, duplication and gaps in service result.

I firmly believe that the YDBG could prove critical in helping the country turn the tide against youth violence, youth alienation, youth boredom, and give youth something positive to say "Yes" to. I am not alone in my belief, the Carnegie Council, Eisenhower Foundation, Kauffman Foundation, Public/Private Ventures, and Milbrey McLaughlin, Merita Irby, and Juliet Langman (in Urban Sanctuaries) have all verified that coordinated, comprehensive, positive youth development strategies pays off in the lives of young people. In the words of a youth worker, "Kids can walk around trouble, if there is some place to walk to, and someone to walk with." [8]

Thank you for this opportunity and for your consideration. The National Collaboration for Youth stands ready to assist you in any way to ensure the passage of the Youth Development Block Grant. I have attached a brief summary of the Youth Development Block Grant, two separate op-ed articles and an editorial on the YDBG that appeared in Youth Today, and an op-ed article from the Washington Post written by Congresswoman Connie Morella on the subject.

7

References

1 McLaughlin, M., Irby, M., and Langman, J. (1994). Urban Sanctuaries, Neighborhood Organizations in the Lives and Futures of Inner-City Youth. San Francisco: Jossey-Bass Publishers.

2 Ibid.

3 Ibid.

4 Carnegie Council on Adolescent Development (1992). A Matter of Time, Risk and Opportunity in the Nonschool Hours. New York: Carnegie Corporation of New York.

5 Ibid.

6 McLaughlin, M., Irby, M., and Langman, J. (1994). Urban Sanctuaries, Neighborhood Organizations in the Lives and Futures of Inner-City Youth. San Francisco: Jossey-Bass Publishers.

7 Carnegie Council on Adolescent Development (1992). A Matter of Time, Risk and Opportunity in the Nonschool Hours. New York: Carnegie Corporation of New York.

8 McLaughlin, M., Irby, M., and Langman, J. (1994). Urban Sanctuaries, Neighborhood Organizations in the Lives and Futures of Inner-City Youth. San Francisco: Jossey-Bass Publishers.

Summary of the Youth Development Block Grant

This summary highlights key components of the Youth Development Block Grant. It will be helpful to you in explaining the legislation.

Key Definitions

Youth development programs: All YDBG programs funds would go to "youth development programs"; that is, nonacademic programs that use active and experiential learning methods to help youth ages 6 to 19 develop social, moral, emotional, physical, and cognitive competencies. Such programs must be open to a broad range of youth, including but not limited to those who have demonstrated high-risk behaviors such as school failure, teenage pregnancy, juvenile delinquency, or substance abuse. Program examples include youth clubs, sports and recreation, mentoring, and leadership development.

Rationale: The central goal of the YDBG is to promote positive youth development. Rather than waiting until young people are in crisis, the YDBG will fund developmental programs that help youth develop the values, life skills, and self-esteem they need to succeed. The YDBG reflects the belief of leaders in the field of youth development that youth programs should address the development of social, moral, emotional, physical, and cognitive capacities. Likewise, the YDBG reflects the strong consensus among youth development experts that programs should not segregate so-called "high-risk" youth but should be inclusive.

Community-based youth development organization: Defined as a tax-exempt [501(c)(3)] youth-serving organization with a major emphasis in providing youth development programs as defined above.

Rationale: Most existing youth development programs are provided by community-based organizations. The YDBG builds on the strength, credibility, and expertise of these community-based organizations by giving them a leadership role in both the planning and delivery of YDBG-funded services. The YDBG distinguishes youth development organizations from other youth-serving organizations that focus primarily on credentialling (e.g., education) or treatment and control of youth who have engaged in high-risk behaviors such as substance abuse or juvenile delinquency.

Funding

Total funding: $400 million in FY 1994, and "such sums as necessary" in subsequent fiscal years.

Rationale: There is a broad and growing consensus among youth policy experts on the importance of increased investment in positive youth development programs. Community-based youth development organizations provide critical services to millions of youth, but millions more go unserved or underserved. The $400 million in annual funding reflects the conviction of the National Collaboration for Youth and other youth policy experts that the federal government must go beyond small demonstration programs and make a major investment in strengthening community-based youth development programs.

Source of funding: The National Collaboration for Youth (NCY) believes that the bill can and should be funded through reallocation of existing federal resources.

Rationale: Given America's growing social problems and the limited resources available to the federal government to address those problems, it is more important than ever to shift federal resources from unproductive programs to new initiatives that promise a higher return on investment. The National Collaboration for Youth believes that no program offers a higher return than investment in the positive development of America's children and youth, and that there are many far less productive federal programs that could be cut to provide resources for the YDBG.

Allocation of funding: 93.5% of YDBG funds would be allocated to the county level and administered by local youth development boards, 4% would be allocated to the states, 1% would remain at the federal level, and 1.5% would be allocated to native American organizations.

Rationale: The primary purpose of the YDBG is to make high-quality youth development programs available to as many children and teens as possible. Therefore, to the greatest extent possible, funds should go directly to the local level to expand existing, successful programs.

Allocation formula: Funds would be distributed to counties based on a formula that gives equal weight to the size of the population of those ages 6 to 19, the proportion of the representatives of youth population living below the poverty line, and recent increases in juvenile crime.

Rationale: The allocation formula balances two objectives: the need to strengthen positive development programs in all communities and the need to give priority to supporting youth in disadvantaged communities.

Local Youth Development Board

Local board composition: The chief elected officer of the county will determine the size of the board. One-third of the members will be representatives of community-based youth development organizations affiliated with national youth development organizations actively working in the community. One-third will be representatives of youth development organizations not affiliated with national youth development organizations. The remaining third of the board will represent other key stakeholders, including government, business, schools, parents, and youth.

The YDBG defines a national youth development organization as an organization which has a purpose and activities that are national in scope and which, either directly or through its local affiliates, provides youth development programs in at least seven states.

Rationale: Communities have traditionally relied on community-based organizations, not government, to provide non-school-based youth programs. These organizations have the experience, expertise, and credibility to take the lead in defining community priorities.

Selection of local board: The two-thirds of the board representing community-based youth development organizations would be selected annually by the organizations themselves; the remaining third of the board would be selected by the chief elected officer of the county.

Rationale: For the reasons outlined above, two key goals of the YDBG are to strengthen the role of community-based organizations in the development of a comprehensive community youth development plan and to encourage those organizations to work together more closely and effectively to implement the plan. The composition of the board and term limits on members are designed to prevent any organization or interest from dominating the board's deliberations, assuring that the YDBG remains responsive to the broad interests of the community.

Responsibilities of local board: The board will conduct a community needs assessment, define a set of youth development priorities, establish a grant application process, coordinate the distribution of funds to local providers, monitor and evaluate funded programs, and submit a youth development plan to the state commission.

Rationale: In most communities, youth development efforts are fragmented and underfunded, and no process exists for key groups to come together regularly to develop a comprehensive youth development strategy. Local communities are in the best position to determine the needs of their own youth and families, the most productive way of addressing those needs, the best means of leveraging local resources, the most effective way to coordinate existing program efforts, and the best way to make community services more accessible to all.

The YDBG promotes local initiatives and combats fragmentation of services in two ways. First, it provides local communities with flexible youth funding that can be targeted to community priorities without the constraints of traditional program categories. Second, it mandates an inclusive planning process administered by the local youth development board.

Administrative costs: A board may use up to 5% of the funds received for planning, administration, coordination, evaluation, and expenses of the fiscal agent.

Rationale: To maximize funds available for program delivery, the YDBG establishes a stringent limit on administrative expenses of local boards.

Local Youth Development Programs

Eligible grantees: At least 85% of the funds shall be awarded to community-based youth development organizations to provide youth development programs; the remaining funds may be awarded to partnerships of youth-serving organizations and governmental entities conducting youth development programs.

Rationale: Because the most effective way to meet the needs of children and teens is to expand the existing network of community-based youth development programs, at least 85% of YDBG program funds will go to those organizations.

The YDBG does, however, recognize that under certain circumstances communities may want to support the creation or expansion of youth development programs by government agencies or community groups that do not qualify as youth development organizations. Therefore, up to 15% of YDBG program funds may go to these groups.

Program requirements: All YDBG-funded programs must address community youth development priorities as defined by the local board; recognize the role of the family in your development; involve parents, youth, and community leaders; coordinate services with other programs in the community; establish process and outcome objectives; be open to all youth; meet the matching funds requirement; and devote between 5 and 10% of all grant funds to staff training.

Rationale: The YDBG attempts to balance the need for providing communities with broad flexibility to define local youth development priorities with the need to ensure that all funded programs incorporate characteristics that research and experience have demonstrated are crucial to effectiveness. The program requirements have been developed through a review of the literature and discussions with experts in the field of youth development, including the Carnegie Council on Youth Development and the United Way of America.

Matching funds requirement: A private, nongovernmental match of 20% in the first year of funding, 35% in the second year, 50% in the third year, and 70% in the fourth and subsequent years is required of all funded programs. In-kind contributions are restricted to no more than 25%.

Rationale: The YDBG uses federal resources to leverage community investment in youth development. The matching funds requirement is the key to accomplishing this goal.

The matching funds requirement will also ensure that only organizations with solid community support will be able to meet the matching funds requirement.

Administrative costs: Grantees may use up to 10% of their funds for planning, administration, coordination, and evaluation.

Rationale: While it is important to provide organizations with enough funding to administer their programs properly, a stringent limit needs to be set on administrative costs in order to maximize funding for service delivery.

Training costs: Grantees must devote not less than 5% and not more than 10% of grant funds to pre-service and in-service training and educational materials and services for staff.

Rationale: Leaders in the youth development field agree that staff development and training is vitally important and inadequately addressed in most youth development programs. To ensure the quality of adult leadership in youth development programs, experts recommend that programs expand the availability of appropriate training and other forms of staff development for all adults who work with young people.

State Youth Development Commission

Commission composition: The governor shall determine the size of the board. The composition is the same as the local board.

Rationale: For the same reasons given for the composition of local youth development boards, it is appropriate to give community-based youth development organizations a leadership role in implementing the YDBG at the state level.

Responsibilities of commission: To distribute funding to local boards, based on a review of their youth development plans; monitor and provide technical assistance to local boards; recommend to the governor a set of state youth development goals; and submit to the national commission an annual report.

Rationale: Creation of the state commissions will encourage states to make youth development a priority and will establish a state-level resource to assist local communities in developing comprehensive youth development strategies.

National Youth Development Commission

Commission composition: The commission shall have 21 members. The composition is the same as that of the local board.

Rationale: For the same reasons given for the composition of local youth development boards, it is appropriate to give community-based youth development organizations a leadership role in implementing the YDBG at the national level.

Responsibilities of commission: To promulgate regulations, monitor and evaluate local programs, coordinate efforts with other federal agencies, serve as a clearinghouse, provide technical assistance to states and counties, and submit an annual report to Congress.

Rationale: The commission must be a single-focused governmental entity in order to effectively strengthen state and local youth development networks, develop appropriate regulations and evaluation materials, and raise national leaders' awareness of young people's needs. Such a structure ensures that the commission will have the expertise, prominence, and support to focus the nation on youth.

The Washington Post

TUESDAY, APRIL 12, 1994

Connie Morella

What Have We Done to Childhood?

Growing up has never been easy. These days, for many kids, it's close to impossible.

The American Psychological Association's Commission on Youth and Children studied first- and second- graders—6- and 7-year-olds—in the District of Columbia, and discovered that 45 percent had seen someone mugged, 31 percent had seen someone shot, and 39 percent had seen dead bodies. Some city children play a new game, "funeral," where they pick out the color of their caskets, the colors of their clothes and the names of those to be invited to the services.

What have we done to childhood? Every morning, parents in cities and suburbs send their children off to school wondering whether they will meet a lunch-toting and gun-toting classmate.

And while the FBI tells us that overall crime rates have actually declined in the past five years, so, too, has the age of our criminals. Ponder these facts: The violent crime rate has risen 18.9 percent in that period, and 40.9 percent since 1983. Arrests of juveniles under 18 for violent offenses increased by more than 57.1 percent between 1983 and 1992. In that same period, weapons violations among juveniles increased 117 percent, murder and nonnegligent manslaughter 128.1 percent.

Many of our nation's schools are no longer safe citadels of scholarship. Metal detectors, weapon-free school zones and armed guards are part of daily life in many of them. But while preserving a tenuous peace, these so-called deterrents do not address the dangers and difficulties so many of our youngsters face, especially those who are most at risk.

Last year, at a Metropolitan Washington Council of Governments conference on violence, a panel of teenagers told an adult audience that many of them had no one to talk to, no one on whom they could depend, no structure to their lives, no direction and no sense of purpose.

How do we help our at-risk youth—kids who are abused, who abuse alcohol and drugs, who have had run-ins with the law, are failing at school—to grow into productive and healthy citizens? And what can Congress do?

One way is through federal funding for early intervention programs. We know that money spent on preschoolers in Head Start is well spent. Then why not intervention programs for older children and teens—a "Fresh Start" program?

We don't have to look far for inspiration. Why not assist such organizations as the Girl and Boy Scouts, Boys and Girls Clubs, YMCAs and 4-H Clubs expand their programs to meet the needs of at-risk kids? Programs such as these can help young people who may be headed for trouble by developing their skills, values and self-esteem and, at the same time, letting them have some fun.

Why not help such organizations as the American Red Cross, Big Brothers/Big Sisters, the Child Welfare League, the Salvation Army and the National Network of Runaway and Youth Services to develop and maintain programs—perhaps in local schools—that target teenagers headed for trouble?

Why not follow the advice of Dr. Lorraine Monroe, principal of New York City's Frederick Douglass School: Provide kids not only with a rigorous curriculum and strict discipline but give them lots of choices for after-school hours.

Dr. Monroe (quoted here in a New York Times column by Bob Herbert) says: "We have a very rigorous extracurricular activities program. It's one of the best antiviolence tools. We don't have kids who punch each other." At Frederick Douglass, young people can choose from "tennis, dance, basketball, soccer, cheerleading, science clubs, and music programs."

If adults—teachers, parents and youth organizations—don't provide the structure in the lives of kids, Dr. Monroe said, "the gangs will."

One way to accomplish this is through the Youth Development Block Grant (YDBG), a $400 million initiative that would reallocate funds to coordinate and expand community-based youth development programs for 6- to 18-year-olds. It is first and foremost a prevention program, one that will provide funds directly to local communities. Ninety-five percent of YDBG dollars would go to local jurisdictions, 4 percent to states, and one percent would remain at the federal level for administrative purposes.

The programs will be tailored to meet nonacademic needs of high-risk kids in urban, suburban and rural communities. That means more opportunities for young people to participate in scouting, community service, the arts and sports. The programs will be developed by hometown organizations that know their kids best and know what they need.

For today's young people, the biggest challenges they will face will not be in school but in empty houses, unsupervised parks, shopping malls or in neighborhood gangs. Shouldn't they be given opportunities to test themselves somewhere else?

The writer is a Republican representative from Maryland.

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EDITORIAL

YDBG= Rx For Youth Work

Few would dispute that the federal effort to aid youth is a mess. Too often federal categorical programs aimed at ameliorating youth problems such as teen pregnancy, substance abuse and delinquency wind up doing as much damage as good.

Finally the nation's leading youth serving organizations seemed to have had enough of a system that develops bureaucracies and paperwork while shunting youth development work off to also ran status. Led by the YMCA and the Child Welfare League of America, 15 of the largest youth serving agencies, organized into the National Collaboration for Youth, have come up with a partial answer for how to get revenue to front line youth workers in distressed neighborhoods.

The Youth Development Block Grant Act has just been introduced in Congress by sponsors from both parties. It would funnel $400 million or more per year to community-based youth agencies for positive youth development work. No list of youth problems or quick cures clutters the bill.

The quest for revenue will make this legislation contentious. While the youth field will welcome this sensible legislation, few special interest groups will make the YDBG a priority. Instead they will work mightily to spare their own programs. (See page 40.) Under the new rules of the budget game the money must come from somewhere. Some would target the ineffectual Drug Free Schools program, others the discombobulated High-Risk Youth program at CSAP while some prefer that old standby, the Pentagon.

The YDBG is a practical approach toward aiding grassroots youth-serving agencies that have the best chance of making a real difference in the lives of youth. The Collaboration for Youth is to be commended for leading the way. Hopefully other national groups will put parochial interests aside and support this sound strategy to youth development.

Youth Today, May/June 1994

VIEWPOINT

4,700 Teen Hours To Spare

BY DENNIS J. FLEMING

Young people are back in the news — at least those who are dying or having babies. And Congress is still churning out its usual response — categorical grants that attempt to fragment and compartmentalize individual youth into discrete "problems" that can be treated in laboratory-like isolation from "real life."

If history is any guide, new categorical-grant programs will be very similar to past categorical one-legged white elephants. They will cost millions, if not billions. They will provide research fodder for academics. They will create trade groups that will lobby ceaselessly for a narrow mission and additional funds. And most will be run through the schools or in youth correction settings.

Our schools are already overburdened. Because schools are one institution that young people are actually compelled to attend, they are expected, not only to be all things to all people, but to do all things for all kids.

But what about the other 4,700 hours a year — the 40 percent of a young person's discretionary time that is not spent in school? Why don't we invest in that?

The history of federal categorical grant programs has shown them to be divisive, expensive and a barrier to creative and productive partnerships. Extensive research has demonstrated that efforts that involve the whole community bring the most positive changes and have the best chance of achieving sustained improvements in youth social indicators.

For an annual investment of $100 per youth — $100, not $1,000 — we could create community-based and community-controlled youth development programs that would enable young people to become whole, and let schools concentrate on their traditional academic roles.

There is a large void in most communities. They lack a safe environment where adolescents can congregate, meet new friends, do homework, use computers, or just hang out. Community centers or youth clubs offer a range of youth development services. The expansion of youth clubs would be a major step in addressing the tragic national decline in our family and community life.

In New York State, since 1978, all 57 counties and New York City and 46 municipalities have a system of youth development and delinquency prevention services that are planned and delivered on the local level. Each county prepares a comprehensive plan for children, youth and family services that involves all segments of the community. New York State provides funding based on each county's under-21 population. Local comprehensive plans pass most of the money on to local non-profits for direct service to teens.

In Sullivan County, New York, the local youth bureau demonstrated what local initiative can do by working with a coalition of public and private agencies to reduce institutionalization in the state juvenile justice system. By creating a family preservation system, the coalition was able to cut youth corrections placements by 80 percent and save the county at least $600,000 last year.

The cost of a national program comparable to what we have in New York would be $7 billion a year. There is no need to raise taxes to obtain this amount. Instead, we should look to consolidating the dozens of federal categorical programs that aimed at teen problems but mostly create superfluous adult jobs.

Legislation just introduced in Congress by Sens. Nancy Kassebaum (R-KA) and Chris Dodd (D-CN) and Reps. Connie Morella (R-MD) and Donald Payne (D-NJ) and endorsed by the National Collaboration for Youth authorizes a $400 million Youth Development Block Grant that would fund local non-profits engaged in youth work with six to 19 year olds is an overdue step in the right direction.

There will be opposition to this proposal, primarily from the fat and happy national interest groups that currently receive targeted funding. A few categorical grants are in fact worthy of continued support, but most are not.

Currently, 40 percent of our young people's lives — 4,700 hours — be fallow, or worse, instead of letting adolescents waste these hours on idleness and MTV, we can give them the guided opportunity for human growth that they so desperately need. Shouldn't we, as youth workers, be willing to accept inconvenience and change in order to give them a better chance?

Dennis J. Fleming is executive director of the Rockland County, New York Youth Bureau.

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VIEWPOINT

Truth in Labeling

BY KAREN PITTMAN

In the midst of escalating alarm about youth problems and youth unrest, any youth services program that could fill its report card with zeroes — no drugs, no pregnancies, no STDs, no arrests — would be hailed by funders, envied by competitors, and hounded by replication specialists. This program will, indeed, have earned recognition. The question is, will we use this attention to hammer home the fact that the "science" of prevention was actually the art of promotion? Prevention may be the headline, but the story is development. Can't we make the headline reflect the reality of what teens need and want and what youth workers do?

I think we can. We know "what works." As Richard Murphy, former Commissioner of Youth Services in New York City, put it, "Kids need places to go, people to talk to, and possibilities to explore." The nationally recognized beacon schools, developed by Murphy, are one of America's best recent success stories. Based on Murphy's simple formula, they embody the basic ideas of youth and community development.

These ideas are making their circuitous way through Washington where domestic policy debates are still liberally peppered with the language of disfunction, detention, and deterrence. By contrast, the proposed Youth Development Block Grant, backed by the National Collaboration for Youth, is brimming over with language that salutes the importance of community-based youth organizations that provide guided opportunities for stable relationships, meaningful participation, family involvement, active learning and skill development.

Perhaps more noteworthy is the appearance of youth development language in congressional and administrative efforts to address drug abuse, crime and violence. The Crime Bill's overall approach to curbing youth violence is clearly problematic. The Ounce of Prevention provisions, however, offer up new dollars for programs traditionally associated with youth development — recreation and sports, after-school enrichment, community service, youth leadership. A recent HHS RFP on gang prevention states that "first and foremost, strategies have to be grounded within a youth development framework rather than the usual problem-oriented approach."

Youth development strategies are at last taken seriously in prevention discussions. A beginning, but not enough. Prevention is not the ultimate goal. More important, it may not be a completely achievable goal. Only the proposed Block Grant dares to say that while problem prevention is a possible outcome, the primary function of youth development programs is to "make a major contribution to helping youth develop the life skills and moral values" needed to face "the challenges of adolescence" and the "responsibilities of adulthood." Prevention, described here, is a by-product of a commitment to youth development.

Most program directors candidly acknowledge that they are promoting youth development, even though they are using problem-focused, categorical funding. Why then, don't youth workers unabashedly tell the public what they are doing? Why label programs using prevention language and evaluate only in dubious prevention terms? Common answers: That's how the money flows. That's how the public and politicians think. Why switch labels? It doesn't make any difference.

From my viewpoint, it makes a huge difference. This isn't just about semantics. This is about letting people know that we don't just prevent. We promote. Let's start labeling our programs that way and insisting that they be evaluated that way too. Let's develop outcome measures that will show how youth work enriches the lives of young people, promotes health, community responsibility, and economic self-sufficiency. Let's define our principles of practice. Yes, youth workers fill gaps and respond to crises. But what we do best is promote the development of young people. We've got a good product. We know what works. More important, we know why. Let's give it a truthful label. The rest, as Richard Murphy always reminds me, "is marketing."

Karen Pittman is director of the Academy for Educational Development's Center for Youth Development and Policy Research, D.C.

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Meet

The National Collaboration for Youth

Working together for America's youth

Meet the National Collaboration for Youth.

Chances are you already know some of our members. The National Collaboration for Youth is 15 of the largest national youth-serving organizations in the United States which work together on behalf of today's youth. One of every two Americans has belonged to an NCY member. Check the list below; chances are that *you* grew up with a Collaboration organization!

Together, National Collaboration for Youth members seek to provide a united voice for all youth, advocating for improved conditions and positive development opportunities. The Collaboration is an affiliate of The National Assembly, an umbrella group of national health and human service organizations.

NCY members

American Red Cross
Association of Junior Leagues International
Big Brothers/Big Sisters of America
Boy Scouts of America
Boys & Girls Clubs of America
Camp Fire Boys & Girls, Inc.
Child Welfare League of America
4-H, Extension Service
Girl Scouts of the USA
Girls Incorporated
National Network of Runaway and Youth Services
The Salvation Army
WAVE, Inc.
YMCA of the USA
YWCA of the USA

* Photos courtesy of Big Brothers/Big Sisters of America

More than 5 million Americans from all walks of life currently volunteer with NCY members, giving their time, talent and hearts to assist young people. These volunteers work with 40,000 professional staff in communities across the country. Together, they help more than 30 million young people grow to adulthood.

Here's what the National Collaboration for Youth does.

The Collaboration engages in activities designed to:

- Raise the level of public awareness of the needs and contributions of young people and the agencies and organizations that serve them.
- Provide a united voice at the national level on key public policies that affect youth.
- Increase national resources directed toward positive youth development and the prevention of behaviors that place young people at risk.
- Empower young people to participate effectively in decisions which affect their lives and partner with adults as community resources.

Here's what NCY members do.

Youth development

For generations, National Collaboration for Youth members have provided services aimed at giving all our nation's youth the things they need to develop. Programs encourage health and physical well-being, personal and social competence, cognitive and creative ability, vocational awareness and readiness, and leadership and citizenship skills.

Community service

NCY organizations have been leaders in the community service movement, recognizing that in order to grow and develop, young people need to feel useful in their families, schools, and communities.

Valuing diversity

NCY members seek to recognize, value, and respond to the diverse backgrounds and experiences that exist among young adolescents.

Delinquency prevention

Collaboration members offer programs which prevent juvenile delinquency, offer alternatives to the incarceration of status offenders, and help young people in correctional institutions.

Informal education and employment preparation

Youth are tutored and serve as tutors themselves in programs supported by NCY members. They receive basic skill training, preparation for work, career exploration, and job guidance. Special programs offer exposure to the arts, the outdoors, and diverse cultures.

Health

NCY members offer a variety of wellness programs, including physical fitness, competitive athletics, nutrition education, counseling, and personal support. Activities encourage mental and physical health and discourage risky behaviors, such as the use and abuse of alcohol and other drugs.

Family life, character, and leadership

NCY programs support values clarification, parenthood preparation, problem-solving skills, and leadership development.

Here's what NCY has accomplished.

Created in 1973 to jointly develop programs and advocate social policies that respond to the diverse needs of our nation's 6-to-18-year-olds, the National Collaboration for Youth has been a pioneer in collaboration.

- NCY successfully worked to establish and fund the Office of Juvenile Justice and Delinquency Prevention.
- NCY, with funding from the DeWitt Wallace-Reader's Digest Fund, has initiated a national effort to increase public awareness of career opportunities in the youth development field.
- NCY was a supporter of the National and Community Service Act, which provides young people with opportunities to serve their communities.
- NCY has shared models of exemplary youth employment programs for replication.
- NCY worked with the federal Departments of Health and Human Services and Labor to implement *Making the Grade*. More than 150 communities participated in this national effort designed to empower them to assume responsibility for young people.
- NCY played a primary role in the crafting and passage of the Claude Pepper Young Americans Act, the first federal legislation on national youth policy.
- NCY developed the concept of a Youth Development Block Grant, which proposes the first comprehensive federal program supporting early adolescent development.
- NCY, with the federal Center for Substance Abuse Prevention and the JM Foundation, has guided communities toward successful strategies to prevent alcohol and other drug abuse among youth.
- NCY national executives have provided expert testimony before Congress and the executive branch. In meetings with cabinet officers and federal agency staff, they have served as advocates for youth.

Chairman OWENS. I want to thank all of the panelists. I will begin with a few brief questions.

Ms. Wallace, how long has the International Youth Organization existed?

Ms. WALLACE. Twenty-four years.

Chairman OWENS. And how many youth are participating at this time?

Ms. WALLACE. Every day at the center there are 310 young people from the ages of five to twenty-five.

Chairman OWENS. So you are just in one location?

Ms. WALLACE. Yes.

Chairman OWENS. Ms. Stewart, you call this a community action program approach.

Do you remember the old community action program under Lyndon Johnson, with the emphasis on coordination of all the activities within one community? Are you familiar with that?

Ms. STEWART. Yes.

Chairman OWENS. Do you call for that kind of coordinated approach within each community? Is that what you are saying?

Ms. STEWART. Yes. Very strategic coordination. I referenced complementarity in what the various organizations do. I think that if this legislation is directed to the local level, those local communities will know best what is available and can help to direct the complementarity and the coordination.

I referenced our own efforts at Girls, Inc. that are quite successful. If I can give you an example, Girls, Inc. addresses girls six to eighteen. The YWCA picks them up at age eighteen. We have found 26 combinations of YW and Girls, Inc. programming across the country. That is a very successful model; everybody wins.

Chairman OWENS. Do you reach many girls in gangs?

One of the problems and one of the complaints of this structure is that these are the organizations which will reach the youngsters who are not exactly the most at risk. Obviously IYO is reaching some youngsters who are very much at risk. But traditionally, it is felt that the good boys and girls go to these organizations.

Ms. STEWART. Well, I can give you Girls, Inc. demographics, if that will help. We serve 55 percent girls of color; we serve better than—close to 60 percent girls come from families with incomes of less than $20,000 across the country in our cohort of 350,000 young people served.

Chairman OWENS. No particular experience with gangs?

Ms. STEWART. I can cite one instance of an affiliate in California that I visited, in fact. I saw a group of girls who represented any number of different gangs through their boyfriends at their school who told me that at school, because of the gang structure, they didn't speak. They could not acknowledge one another. But at this place called Girls, Inc., that they came to, to do our programming and pregnancy prevention and math and science, they were very good friends. If that gives you an example of the power of a positive environment to which young people can be sometimes lured and then captivated.

Chairman OWENS. Thank you.

Mr. Ballenger?

Mr. BALLENGER. Thank you, Mr. Chairman.

Mr. Mann, you got—I mean Joel, excuse me; the lady sitting next to you, I am sure can speak in your case. And I commend you. At the age of 14 I would never ever have dared to come speak before Congress. I would have had a heart attack straight out.

So I do commend you, and I want to thank you for proving that there is a success that can be done in the city, this city where we live. I mean, I live here in Washington part of the time. But I would like to ask you, you have 13,000 kids involved in this program, in DC.?

Ms. LOVETT. Just in Greater Washington.

Chairman OWENS. Please identify yourself again.

Ms. LOVETT. My name is Maria Lovett; I am the Program Director at the Boys and Girls Club in Silver Spring where Joel goes.

Mr. BALLENGER. What I would like to ask is, the three of you, each individually, are you able to use—what Federal programs are you able to use now, Federal monies that—I mean we got tons—that book is just loaded with possible programs that could be used. Are you using any, and if so, do you know which ones?

Ms. LOVETT. The only ones I know of are the Community Development Block Grants. That is the only specific money that our club is receiving. It is all board-raised funds and private donations.

Mr. BALLENGER. Yes?

Ms. WALLACE. On the local level, some Community Block Grant money, but as you know, in Newark, there is not a lot. Also, in trying to get Federal money, there is a long process; it just doesn't happen, and the competition is very steep. It is also who you know and how many people you can get down here. So I have never been lucky enough to get any real Federal money.

We were in a commission and a corporation with the New Jersey Youth Corps, but not being a national organization, it is very hard to get funding, no matter how good you are, and whatever you try to do. You are in a competitive race against national organizations, and I don't look forward to being in a national organization at my age; but, there must be a way where funds can come to the local level. So it is very difficult, and I have never been successful.

Mr. BALLENGER. Well, Ms. Stewart, as big and well organized as your group is, surely goodness and mercy, you must use some of these Federal programs.

Ms. STEWART. We do have Community Development Block Grant money at the local level. Each of our 136 affiliates sits on its own bottom; they are self-sustaining. Each one goes through the same struggle to put together a patchwork of funding.

I just want to go beyond this statement and compliment the conceptual piece of this program that requires local matching funds. I think that is absolutely inspired, because it is a litmus test for the value in which the particular organization is held on the local level.

So I would hope that the power of the Federal dollar, combined with the requirement that these programs be fiscally acknowledged locally, would take us very far. May I say, Mr. Ballenger, that I hail from Bertie County, Windsor, North Carolina, two generations back.

Mr. BALLENGER. Well, like I say, you are welcome back any time you would like to come.

One question, and having been in county government sometime back, when I was more constructive in my efforts to help the community and I considered any kind of block grants to be more constructive, and I think you in your statement have said the same thing. There are so many programs out there that you almost have to design yourself to submit the program so that you can get the Federal money; and in your particular case, I can understand it. It doesn't make sense because you know where you want to go, and there is probably a very difficult time in changing your program to fit what the Federal Government is coming up with.

And I would like to commend the two people and also the Senator that came up with the idea of block grants. There are so many things that can be done at various and sundry places in a community, but the people at the local level know what needs to be done; and to find some way to get into the Federal pocketbook, shall we say, is almost impossible. And if you could wipe out all of our youthful programs and make every one of them a block grant, I am quite sure that I would agree with—I am not sure everybody else would.

But your statement about the good boys and the good girls, I was checking myself off to see how many of your particular programs I personally have been involved in, and it is quite a few. But I agree with you, we—generally the YMCA, the YWCA, the 4-H Clubs that I have been involved in, generally speaking, you start with good youth to begin with, people that are not necessarily from troubled homes. And programs like Mrs. Wallace's, you know where the rubber meets the road; and we need to figure out some way to get money to programs like yours that are productive.

Ms. WALLACE. Yes, sir. For the young fellows now, we must understand, this may be their last opportunity. So from here there may be permanent jail courses that cost $48,000 or $50,000 a year. So when you weigh the levels of prevention that we could get into, starting with people who, at first, have not had any trouble, then go on to some minor scrapes, it still does not cost $48,000 to $50,000 a year that we are paying for citizens who are nonproductive when they come out.

So you are right, at our IYO where the rubber meets the road, as you say, our job is to try to get everybody out there on the corners inside the building. One of the failures that we have is that we don't have enough staff to stand on the corners and talk to young people.

IYO has been fortunate to have so many successes. The word of mouth is out there now, so I have large waiting lists. But wouldn't it be great to have five or six people on the corners talking to the young people, knowing that many just need that to come off the corners. The war against drugs, as far as I am concerned, we lost several years ago. So now we have to come back with a new kind of emphasis to try to save who we can save.

Mr. BALLENGER. Right. Well, again to the young gentlemen, I kind of straightened up about 22, so you all picked a good time. Maybe we will see you up here in about 15 or 20 years.

Thank you, Mr. Chairman.

Chairman OWENS. Mr. Payne.

Mr. PAYNE. Thank you very much. I am glad you said 15 or 20 years. They live in my district now.

Ms. WALLACE. Competition coming.

Mr. PAYNE. Yes. Let me also thank all of the young panelists and thank the organizations for allowing the young people to speak.

I think that when Joel started out saying that young people have a lot to offer, there is no question that you and the other young men and women from IYO have shown that in your testimony. Of course, I am very familiar with IYO, being that it is in town, and have been supportive of it for a number of years. I recall when they first started out and had taken an old factory building and just continued to expand and paint it and fix it up themselves.

As a matter of fact, as I indicated, Mr. Gephardt spent about an hour and a half there; and he is still talking about the experience that he had up there in Newark visiting the IYO. So hopefully a program like this could get organizations that are doing a good job in the local area to compete with the larger organizations.

I also would like to say that 15 or 20 years ago a number of the organizations did start to change and to have outreach. I think the programs that the Boys and Girls Clubs are doing today are a lot different than they were 15 years ago and 20 years ago. We have a very active group in Newark, also, in the Boys and Girls Clubs; and the YM and YWCA started to detach themselves from the main buildings years ago and did a detached worker program back in the 1960s. But we in Newark have had a very active program for inner-city youth through the years.

So I do think that many of the organizations and—I know the Girl Scouts have moved into projects in the inner cities, and many of the programs have modified themselves. So I think that today it is safe to say that many of the organizations that in the past, when you saw the list, you kind of got an image of only upper class or wealthy young people, upper-middle-income kids. Many of the organizations have changed and really are in the inner city and so forth.

Let me just ask the panelists, how early do you think that we need to start developing serious programs for prevention? We have heard that prevention is the way to go. What age? Would anyone like to comment from the panelists; what age do you think it ought to begin?

Ms. WALLACE. Well, I agree with the age of six. Basically, we say it in two ways: from two-and-a-half to five, most young people should be in some kind of day care center for that good start, that right start. At five, they are getting ready to go into kindergarten, and it is a changing time for them, because they are now in the bigger structure. So six years old is great.

But I also would like the committee to consider that there are a large number of young people who have had children, and they are children themselves, and these children are not being prepared in any way. So eventually we are going to have to start talking about infant care where infants learn the right kinds of things to hear, to feel, to see. We don't realize that infants are aware of their surroundings.

So, there is no such thing as too early. But for right now, until we can get a really comprehensive understanding of infant care, I think six years old is an excellent age to start with.

Ms. STEWART. I agree. In the ideal, you start day one with a child in both prevention and development. I am a reading teacher by training, and I believe you start reading to them as soon as they come out to get them on the right path; but that is not realistic. And so I would agree that certainly by age six—coincidentally, age six is when Girls, Inc. programming starts.

I would like to emphasize the usefulness of what we do as youth organizations informally, reiterating the piece about the 40 percent of the child's time that is not taken up by school or sleeping. We must fill that time. If it is called prevention, that is fine. I would rather think of it as development. There is so much that we can do, we in formal organizations, educationally, in that time after school and before supper, that if we can get it started by age six—and I am talking now beyond sports and recreation, although we certainly have a sports program at Girls, Inc.—to actual educational pieces in leadership, in math and science, in literacy. I think age six is absolutely crucial.

Mr. PAYNE. All right. Let me just ask the last question to any of the older four young people, from Newark, who participated. If any of you would like to just say, what was it that made you decide to join the program? I am sure that you have got some buddies out there that still will not become a part of the program even if there were some slots available.

What is the difference in you four and your buddies? Even though Ms. Wallace might have spoken to some of your friends, any of you may want to take a shot at that.

Mr. KINCHEN. Really, what made me and I guess the other gentlemen and the lady, change was to get an education and to better ourselves, and also proceed to want to do something different in our lives other than doing the same thing day in and day out. Because doing the same thing day in and out, you could end up hurt or dead. I had two boys myself at a young age, and I would like to see them grow up and become somebody and do something right in their life.

Mr. PAYNE. Do you think if there were more employment opportunities that this would help you. If there were jobs available, would that pull some of the guys from wanting to sell drugs? Of course, you know, the salary is a lot different. But do you think if there were some meaningful jobs, that a lot of your buddies would turn over?

Mr. KINCHEN. Yes, sir, they would. Right now there are not too many jobs out there, and it is kind of hard. So they see that selling drugs is a different way of life to get what they need; but, that won't always be there. So really, you do need more jobs and they need to go back to school and get a better education.

Mr. SYKES. I hear a lot of guys saying they want to get jobs. So, they are selling drugs to get a car and they go further out to get a job. There aren't really that many jobs in Newark; they want to go further out and find a job.

Mr. PAYNE. Thank you.

Ms. WALLACE. Another thing, Congressman. We have a tendency to compare a drug-selling salary, as I call it, to a normal salary. So, we have a tendency to say, they are not going to give up the $5,000, $10,000. I have some young people that are making serious money on the corners.

But it is not the amount of money that they give up; it is a lifestyle. At first, I didn't think that working and getting a stipend of $100 could compare to what they usually get. But, they don't value the money that they make. Otherwise, they would be doing something constructive with it. The value of the stipend becomes more important because it is theirs without any fear of it being taken.

So even though young people really make a lot of money, it is really not a lot of money to them. Am I making myself clear?

If I were making $10,000 a day, knowing I want to buy clothes, cars, travel, vacation, I start planning that. To young people who make $10,000 a day who have no plan on what to do with the money, then it isn't a lot of money. So you kind of say, well, how did they give up all of that for the little bit? Well, the little bit is theirs with a plan.

The large amount of money is theirs without a plan, and the danger of losing it is very high, because of the muggings and what we call competition on the corners.

So, at first I did not understand why young people would come from $5,000 a day to $100 a week, but it has been made very clear. I have so many that have come in off the corners and are settling for the $100, for the strŭcture, for the discipline, for the spirituality which we must talk about in any bill that we pass.

We do a lot of spiritual things at the center; we pray a lot at the center. These things are important to young people, because it is a structure. And out there on the corner, even though you have a lot of money, there is no structure, no safety, no guarantee, no feeling of importance. All of these things can be built into centers and programs, and that is what makes the young people change.

They didn't change because some miracle happened; they changed because I gave them that missing thing that they didn't even know was missing. It is called spirituality. And until we start filling that up, then we are not going anywhere either. It is not the money out there on the corner, or else they would still be there; it is filling that void inside of them that is hungry for the things that they need.

We need to understand that the value of money does not mean the same thing to them as it means to us.

Mr. PAYNE. Thank you.

Mr. JACKSON. Well, what made me stop stealing cars and things like that was that I saw a lot of friends, that I was close to, get killed. A lot of friends died, and I didn't want to end up like them.

When I first came to IYO, I didn't think I was going to make it. But as time went on, IYO became like a family to me; that is what I needed, because I never really had a family. This kept me there, kept me in a positive mind. I just think Mr. and Mrs. Wallace helped me.

Mr. PAYNE. Thank you.

Ms. SMITH. Well, what made me come to the IYO was the fact that around my neighborhood there was a lot of teenage pregnancy.

The population on my block alone has grown tremendously. And I came to the IYO, so I would have something to do and wouldn't have to worry about some of the guys on our block. I wouldn't have to worry about that, because I had my friends and I had Mrs. Wallace and Ms. Jacobs and the rest of them. We would communicate. I had friends and family and I didn't have to worry about getting pregnant. So that is where I went.

Chairman OWENS. Thank you.

Mrs. Morella.

Mrs. MORELLA. Wow, to have such candid and exemplary testimony from people who can do their best to show that this Youth Development Block Grant and these programs really do work. They do give you a sense of identity. I want to thank the panel, particularly the young people who have been part of these programs, who have come here to share with us their background and what the programs have done for them.

Joel, I am curious about, and I am familiar with the Boys and Girls Clubs of Silver Spring and in the Washington area. Has it made a difference in your relationship with your family?

Mr. MANN. Yes, it has. My mom has been very proud of me, because I had an opportunity through the Boys and Girls Club to get a scholarship for preparatory school in Virginia.

Mrs. MORELLA. Very good.

Mrs. Wallace, you are incredible. We were commenting here that we would like to see you cloned, spread you all over. Not only did you articulate it very well, but your whole sense of commitment, the passion that you have for what you are doing is very evident. And you started in 1970 with Mr. Wallace. And I guess that it is true that you have seen a difference in the problems that you are facing with the young people?

Ms. WALLACE. Oh, yes, definitely. When we started out, like I said, the parents were there and their goal was to make sure that the young people got a good education, because we all felt at that time that once you got a college degree, that was it, you know. You kind of knew that education was the answer.

Over the years, I have seen a great decline, because that is not the only answer. You can have the best education in the world and still not make it. I saw teenage pregnancy on the rise.

One of the things that I saw maybe about 12 years ago that made me start screaming at politicians and sending out an alarm was that black little boys were coming to the center unclean. I don't know if you know about how black mothers always kind of greased the little boys up and they just took care of them. When I saw that not happening, then I knew the neighborhood was changing and that the environment and the ethics and everything that we knew and held high were changing. So I have seen a lot of changes.

But I would like to talk about Raesheea. See, in the community, if we are going to stop teenage pregnancy, one of the things we are going to have to do is safeguard the Raesheeas of this world. As she said, she didn't have to worry about always having to say no. How many times can you say no in one day? I mean, at some point your resistance is broken.

But if you are around other boys and you kind of develop a healthy relationship where that kind of thing isn't always being heaped on you, then it makes life a little easier. A lot of the girls got pregnant because they just got tired of saying no. When I talk to them and ask why they did that, they have no idea. They just got tired of saying no.

When we were growing up, it wasn't like that; and 20 years ago, it wasn't like that. But the forces of evil are strong, and we must understand who our enemy is; it is Satan, and he is evil, and he is trying to destroy all of us, and if we don't wake up, he is going to destroy all of us. I didn't come down here to give a religious ceremony, but that is the bottom line. We have got to be prepared for our enemy, and he is destroying us through our young people.

Mrs. MORELLA. Very, very good point. Very well stated. I fully agree with you.

Ms. Stewart, I wanted to thank you, because in representing the group, you have just given all of the data here, too; and I know all of the Members of these subcommittees will read that you have the definitions, you have the funding level in here, the responsibilities of the local board. And I think you have pointed out, not only through Girls, Inc., but you have pointed out through representation of the group the need to consolidate, the need to have one place, like, to go to so that you are not all over the map.

I submit, and I wonder what comments you might have, that really we could even save money from this as well as have more programs where you are not all fighting about who is going to offer this. Is it going to be through HUD like your SMART program is, you know, the VA-HUD; or another grant that someone is offering, and you have to customize the program to meet whatever the qualifications are? This way you have local people who know who deal with the young people, know what the needs are, who can consolidate.

Would you like to comment a bit more on that? Because that is, I think, one of the real pluses, is that you point out there is a need for consolidation.

Ms. STEWART. There is a need, and the comment I would make, Congresswoman, is that there is an attitudinal sea change, I think, among these organizations I represent and beyond in terms of a willingness; actually, an intention to collaborate. We are tired of scrambling for the same funds. We know that we know what works.

I have just come from a meeting in the last month of a number of the collaboration affiliates where the whole issue of evaluation mentioned by Mr. Scott was a key discussion item. We are looking forward to self-evaluation.

So there is a willingness and a desire to collaborate that is very powerful at the local level, as well as at the National level, and I think you all can capitalize on that.

Mrs. MORELLA. I just wanted to thank you, thank you all very much for being in the program, having the programs. What you are doing in the way of leadership—we do all profit by it.

I notice you mentioned the major organizations and foundations that are in strong support of doing more with young people, such as this Youth Development Block Grant, such as the Carnegie

Council, Eisenhower Foundation, Kauffman Foundation, et cetera, et cetera, who have all pointed out the need that kids can walk around trouble if there is some place to walk to and someone to walk with. Get them off the corners and into the buildings. Very good point.

I wanted to also commend Congressman Payne and do hope that you will wait until he is ready to leave office to run. It is great working with him on this bill.

Thank you.

Chairman OWENS. Does New Jersey have term limitations?

Mr. PAYNE. Not yet, but don't give them any ideas.

Chairman OWENS. Mr. Scott.

Mr. SCOTT. Thank you, Mr. Chairman. I would like to thank all of the witnesses who have testified. They have given us a lot to think about.

I won't ask any questions other than to ask Ms. Stewart, did you say that you have done evaluations of your program?

Ms. STEWART. Yes. Girls, Inc. has done extensive evaluations.

Mr. SCOTT. Could you give us the results of those evaluations?

Ms. STEWART. I will give you one powerful one. A particular teen pregnancy program which is called Preventing Adolescent Pregnancy was piloted at four sites with a cohort of almost 800 girls, and the results from the program interventions—there are four parts to that program starting with girls talking to their mothers about human and sexual and social development—in the pilot study evaluation were that for 11- and 12- and 13-year-old girls onset of sexual activity was halved; reduced by half. And the actual pregnancies resulting for the 14-, 15- and 16-year-old cohort were reduced by half. And that is pretty powerful documentation resulting from very careful evaluation. And then, of course, we ruled that program out once it was pilot to all of our affiliates across the country.

Mr. SCOTT. And how expensive were these four interventions?

Ms. STEWART. How expensive? Per girl?

We had extensive foundation funding to roll the program out, which of course is required, and the assessment per girl, as we estimate it now in a given affiliate, is about $100. A lot of start-up money is involved, needless to say, but once the program—and that is part of the point; all of us know—all of us have programs now that work, so that the actual delivery of the program is a lot less expensive.

Mr. SCOTT. Well, the point that needs to be made is that for very modest cost you can reduce a very expensive problem in society.

Ms. STEWART. That is exactly right.

Mr. SCOTT. And those are the kinds that we can—do you have the evaluations, copies of them that we can——

Ms. STEWART. Yes.

Mr. SCOTT. If you could provide the committee with that, that would be very helpful, because we found that for the—just the smallest amounts of money, you could make a lot of difference—prevention, teen pregnancy prevention, a lot of other things that cost us a lot at the end.

Ms. STEWART. We will be happy to.

May I give you another example of a—not completed, but another evaluation going on. We have a very good science and math program that kind of exemplifies the hands-on learning that we offer to girls, and it is being evaluated now. It is called Operation Smart, and we will be happy to give you those results when they are available, to see what effect exposure to math and science has on girls in the long term in career choice.

Mr. SCOTT. Thank you, Mr. Chairman.

Chairman OWENS. I want to thank all of our witnesses.

Our next panel consists of Ms. Elnora Watson, Executive Director of the Urban league of Hudson County, Jersey City, New Jersey; Mr. Richard L. Murphy, Director of the Youth and Violence Program, the Fund for the City of New York; Mr. Lynn C. Swann, National Board President, Big Brothers/Big Sisters of America from Philadelphia, Pennsylvania.

Please be seated. We will recess for three minutes.

[Brief recess.]

Chairman OWENS. Please be seated; we will resume.

I am going to yield to Congresswoman Morella for an introduction of Mr. Swann, and then I am going to turn over the Chair to Mr. Payne for a short period of time. I have to leave for another engagement, but I will return.

Mrs. Morella.

Mrs. MORELLA. Thank you very much, Mr. Chairman. I appreciate that. I want to welcome all of the witnesses, Ms. Watson, Mr. Murphy; and since I had invited, with your permission, Mr. Swann, I particularly wanted to introduce him.

What happens to the youngest of three boys, whose name is Lynn, when his mother enrolls him in dance school as an eight-year-old child? What will people say? Well, Howard Cosell said, "Maybe the most perfect wide receiver of his time."

Curt Gowdy, Super Bowl X, said, "The Baryshnikov of football."

Ray Blount, Jr., author and a commentator, said, "I always thought that what Swann did was a higher art form than what Baryshnikov is doing, because I know that Swann is not as good a dancer as Baryshnikov, but I would like to see Baryshnikov dance while people are trying to separate his head from his body, and I would like to see him catch a bullet pass while doing this stuff. I think that some of the things that Swann did with his body I hope would be available to art historians."

Well, if your name is Lynn Swann, then you become an artist in the world of football. Lynn Swann, while in high school, was an all-American in football, California State long jump champion, and still dancing.

From a scholarship at University of Southern California, he was in two Rose Bowls—he played on two Rose Bowl teams, national champions in 1972, team captain, most valuable player, et cetera. I could go on.

As you all know, for nine years, he was a vital player with the Pittsburgh Steelers as they won four Super Bowls, and the dancing—all of that dancing paid off. He also was on stage with Gene Kelly; ballet star Peter Martins; dance choreographer, Twyla Tharp, et cetera, including his broadcasting career. He is also an active community volunteer.

But he is here today because, as well as being on several boards of directors, he is a spokesman for several national organizations, and he is the National spokesperson for Big Brothers/Big Sisters of America. He has been that since 1980. And he now serves—as of June of 1993, as the President of the National Board of Directors.

He has traveled across the Nation and has visited the White House on behalf of the Nation's oldest one-to-one organization. And so, I guess dancing isn't such a bad beginning, if your name is Lynn Swann, and I very much appreciate, as I know these subcommittees do, the fact, Mr. Swann, that you have come here on behalf of what you consider to be an important piece of legislation.

Thank you.

Thank you, Mr. Chairman, for letting me introduce Mr. Swann.

Mr. PAYNE. [presiding] Thank you for that excellent introduction. So, Mr. Swann, we will lead off with you.

STATEMENTS OF ELNORA WATSON, EXECUTIVE DIRECTOR, URBAN LEAGUE OF HUDSON COUNTY, JERSEY CITY, NEW JERSEY; RICHARD L. MURPHY, DIRECTOR, YOUTH AND VIOLENCE PROGRAM, FUND FOR THE CITY OF NEW YORK, NEW YORK, NEW YORK; AND LYNN C. SWANN, NATIONAL BOARD PRESIDENT, BIG BROTHERS/BIG SISTERS OF AMERICA, PHILADELPHIA, PENNSYLVANIA

Mr. SWANN. Thank you very much, Mr. Chairman; and Mr. Owens and Mr. Martinez, who are not here; Congressman Payne. Congresswoman Morella, thank you very much for that kind and very gracious introduction. I appreciate it. Certainly my mother will appreciate it, and my father will appreciate it, having paid for all of those dance lessons that indeed paid off.

Congressman Scott, thank you very much for being here.

I am honored to be here, to be able to represent Big Brothers and Big Sisters of America, and to speak as a member agency of the National Coalition for Youth about H.R. 4086, the Youth Development Block Grant Act.

I am not going to throw at you a number of statistics. I think you have that in our written testimonies. There is a great deal of information.

There are a few things I would just like to share with you, for you to consider, these statistics: in 1993, the University of Michigan study, 19 percent of eighth graders reported having been threatened by a weapon—a gun, knife or club; almost half of those threatened reported that they were actually injured. Fifty percent of eighth graders reported they had been offered an illegal drug.

Reporters at the Chicago Tribune analyzed the deaths of 29 Chicago-area children under the age of 15 who were killed during the first six months of 1993. Seventeen lived in homes where no one was employed. Four of those accused of killing children were fourteen years old or younger.

Since nearly—since 1980 the public concern related to youth has principally focused on improving education, academic performance, fighting problems such as substance abuse and juvenile delinquency; and we are in grave danger of not meeting any of our national educational goals, not until the youth problems of our Nation are addressed on a broader basis.

I also want to read to you just the first paragraph and one sentence from an article written in The Washington Post, Tuesday, April 12, 1994:

"Growing up has never been easy. These days, for many kids, it is close to impossible.

"The American Psychological Association's Commission on Youth and Children studied first and second graders, six- and seven-year-old children here in the District of Columbia, and discovered that 45 percent had seen someone mugged, 31 percent had seen someone shot, and 39 percent had seen dead bodies. Some city children play a new game called funeral where they pick out the color of their caskets, the color of their clothes, and the names of those people to be invited to the funeral."

The title for this article is, and rightfully so, What Have We Done to Childhood? The article is written by Congresswoman Morella. And if you haven't seen it or read the entire article, I would really strongly suggest that you do so, because we have lost our children.

I say "lost" because I would hate to think that we have thrown the youth of our society away. We have indeed lost them, because we have not given them the opportunities, we have not opened the windows, we have not shown them the vision or the greatness that we believe and we know our country to have and to be.

We do not need to sit here and lecture about the fundamentals that children need. We know what they need. But in addition to the needs, they need the opportunity to see what they can become, to have the ability to believe in themselves and what they can become, to know that if they put the work in, they can be whatever it is they want to be; that in time, those young people, no matter where they come from, no matter what economic background they come from or social background they come from, the young people in this country can dream, accurately, that they can sit in the chairs that you now occupy, that they can sit in the chair that I occupy, that they can stand under the lights of surgery and operate as a neurosurgeon, on thoracic surgeon, a lawyer, to do and achieve anything they want to be. There is no chair that they can't sit in.

We want them to know that there is an area we don't need for them to go or push them in, and that is towards jails. We have seen how the institutions exist and work, the punitive kind of damage that is done to children, to adults. Our young people need to know that that will not happen to them, and we need to give them the opportunity.

Once I was sitting at a dinner table and a gentleman who did not know me very well leaned over and he asked me why I gave scholarships to young people in Pittsburgh between the ages of eight and eighteen. I have given over 100 scholarships to kids to the Pittsburgh Ballet Theatre School. He said, Why are you wasting time giving those kids scholarships for the ballet? Why don't you send them off to a trade school and teach them how to hammer something or do something or be in construction or whatever? I mean, they don't need that.

And I looked at him and I said, What do you mean, they don't need that? I said, If we are ever going to break the mold of what a bad environment does to a child, we have got to let them see

what they can become, not give them the bare minimum. We need to fuel their needs, but we also need to build their dreams.

We don't know what we are capable of when we are children. We see so many different things that we want to become and want to do. And we go out into our bad environments, to bad neighborhoods; all of the successful people are no longer there.

As a child, I grew up and I could see the neighborhood doctor going to work. I could see the dentists or the lawyer who was in our neighborhood. And I said, That is my role model, that is the person I want to emulate and be like.

Young people today go out and who do they see? The most successful people they see are selling drugs or stealing cars, or people who have the best clothes are selling drugs, stealing cars. That becomes their role model.

No matter how much we preach to them, no matter how much we tell them, they need to see examples of people who are succeeding on a daily basis. We have to provide through community organizations those examples.

Mentoring has been a proven deterrent to bad behavior in young people. They need that caring relationship; they need to know someone cares about them. Resiliency research indicates, through a study of youth who have beaten the odds, and points to the presence of a caring adult as a pivotal reason why children, who should have succumbed to deleterious life circumstances, instead thrive. That is very important.

Of course, I wish we wouldn't have to say kids "who have beaten the odds." You know, there should not be those exceptions. You know, the normal thing should be saying, well, which direction of so many are you going into; not that you have beaten the odds, that you are one of just a few who have succeeded.

I have always believed that there is never one answer to any issue. While I believe strongly in mentoring and on one-to-one relationships established through Big Brothers and Big Sisters of America, I know that the problems have to be attacked from a variety of angles.

We believe in classroom—school mentoring programs and group mentoring. I believe in the Boys Clubs and Girls Clubs and what they do for our youth in this country, having a place to go. I believe in all of the other programs who are spending time, and volunteers who are dedicating man-hours to helping young people.

I believe that the Youth Development Block Grant is a big part of pushing our country towards the right end, to the solution to helping our young people.

The community-based organizations, whether it is one office in Washington, DC., or an organization that has several offices and facilities and agencies across the country, are doing an outstanding job; and we need to make sure—because they have the experience and the staff and the people who know what the problems in their community are, we need to help all of those organizations. I think the structure that we have talked about for the Youth Development Block Grant will make that possible.

I look forward to working with all of you in the near future and coming back in two and three years down the road to quantify and

tell you how the success of the Youth Development Block Grant has had a great impact on the youth of America.

Thank you.

Mr. PAYNE. Thank you very much, Mr. Swann.

[The prepared statement of Mr. Swann follows:]

LYNN C. SWANN

Thank you Chairman Owens, for providing me the opportunity to testify before this Subcommittee regarding HR 4068, The Youth Development Block Grant Act.

I am Lynn Swann, National Board President of Big Brothers/Big Sisters of America, the federated movement of over five hundred Big Brothers/Big Sisters affiliated agencies, located in all fifty states. The Big Brothers/Big Sisters movement began in 1904 to provide One-To-One services to boys and girls in need of additional adult support and guidance.

Big Brothers/Big Sisters of America exists to build the capacity of local affiliated agencies to give children and youth, typically from single parent homes, the opportunity to experience healthy relationships with caring adult volunteers. Such relationships are the foundation for developing the full potential of boys and girls as they grow to become competent and caring men and women.

Since the early 1980's, public concern related to youth has principally focused on improving academic performance and fighting problems such as substance abuse and juvenile delinquency. It is becoming increasingly clear, however, that the United States will neither achieve the National Education Goals nor make any significant progress on other youth problems until the nation addresses the broader developmental needs of our children and youth. Parents have the primary responsibility for the physical, emotional, moral, social and intellectual development of their children. Tremendous social and demographic changes since the 1950's have had a significant effect on family life and youth development, expanding the need for programs to strengthen the family unit and to help parents meet their children's developmental needs.

Youth development is an ongoing process through which all youth actively seek to meet their basic needs and to develop key competencies that will enable them to deal successfully with the challenges of adolescence and prepare them for the independence and responsibilities of adulthood. Research has shown that the basic needs of youth include: safety and structure; belonging and membership; self-worth and the ability to contribute; self-awareness; independence and control over one's life; closeness, including lasting relationships with caring adults; and competence and mastery. Key competencies that are part of healthy youth development include: knowledge, reasoning and creativity; work and family life skills; physical and mental health skills; personal and social skills; and responsibility and citizenship. Resiliency research -- the study of youth who have "beaten the odds" -- points to the presence of a caring adult as the pivotal reason why children who should have succumbed to deleterious life circumstances instead thrived.

Big Brothers/Big Sisters of America (BB/BSA) supports the need for national leadership in the promotion of youth development. BB/BSA believes that communities know the needs of their youth best and so should be responsible for developing their own comprehensive youth development strategies, rather than any mandated top-down national or state approach.

It is for these reasons that I encourage your support and adoption of HR 4068. I speak not only representing BB/BSA but as a member agency of The National Collaboration for Youth, an affinity group of the nations largest youth serving organization which are united in their support of this important legislation.

Lynn S. Swann
National Board President
Big Brothers/Big Sisters of America
August 4, 1994

Mr. PAYNE. We will now hear from Ms. Elnora Watson from the Urban League of Jersey City, the Executive Director of Hudson County.

Ms. WATSON. Thank you, Mr. Chairman. To you, Congressman Payne and Congresswoman Morella, I thank you for the introduction of this bill; and to the committee chairpersons, for adopting this very important legislation.

As stated, my name is Elnora Watson, and I am the President of the Urban League of Hudson County in Jersey City; and the Urban League of Hudson County in Jersey City serves over 7,000 households annually. Like many Urban Leagues across the country, we serve persons from infancy to their twilight years.

Of the 7,000 households we serve, 6,100 involve families with children of three or more children in the families.

My submitted testimony outlines the services we provide; I will not go over them, but they mirror what is presented in the youth development legislation, which is why I included them.

I would also like to add, before I go on, that many of the programs—and there are 15 that I have just pigeonholed in my testimony—are collaborative efforts. We have a collaborative agreement with housing authorities and the Boys Clubs; YMCAs; Impact, which is a minority police officers organization in Jersey City; the prosecutor's office and many smaller block associations, because we know that it takes everyone's effort at the crisis situation we are in to address the problems of youth in our community. We believe that youth development is very important.

Recently, the newly elected President of the National Urban League had, as one of his priorities, youth development for all of our 113 affiliates around the country. So we too recognize the importance of focusing our efforts and beginning to get resources to serve our young people.

I would also like to add that I would hope that we aren't just talking about reassignment of existing revenue, that maybe someplace we can find some new revenue, because our children are our most important, our most valued resource. We have no future if they have no future.

So we shouldn't talk about just reallocating resources; we really need to find some new resources so that some of the very important programs that are going on now don't get hurt by cuts.

I have benefited from youth development on a small term. I happen to belong to a church with a pastor who, before I was born, sold rags and papers to establish an education fund and a youth fund to provide positive experiences for the young people in our church. And over 300 young people—pardon me, 3,000 have been served by that act. It is past time that our government take the lead in the development of our youth.

We see daily the horrors of what has resulted from youth who have felt unloved and uncherished. We don't need to be reminded; we just have to turn on the TV or pick up our morning paper see the results of what has happened. In my own town, barely a week goes by without two or three young people being shot for no reason at all. Guns are available. So we need to redirect what these young people have their—do with their leisure time.

The block grant legislation is necessary so that the young people that are in my community and in communities across the country can stop saying, If I grow up, I can be, and return to what you knew and what I knew, When I grow up, I can be, I can become. It is a sad testimony to our country that our children don't believe that they will have a future, because they may die.

We have recently had three triple murders in our town, all involving children as young as four years old who were killed. They are not valued in our country.

One aspect—the youth development bill, I am very much in support of, and I believe in most aspects of it. There is one aspect of it that—as an African-American, and I believe other minority organizations have had the experience of having to go through too many governmental bureaucracies, having to lobby and take busloads of kids and bring them, as some have brought people to you this morning, to impress upon you how important it is to get to organizations that deal with at-risk youth.

The children that are served, many of them through the Urban League, have the streets as their playground. Their after-school activities involve dodging drug dealers. So we must make sure that the people like the International Youth Organization and other community-based organizations that are represented get named in this legislation so that they don't have to fight to get the resources; they don't have to spend time lobbying governmental entities to say that this is important.

My office opens at 9 a.m. I usually get to my office at 7 a.m., and between 7 a.m. and 8, we have families lining up for service, and know that they cannot be served until nine o'clock. The need is there; what is lacking are the resources. And I would hope that—first of all, that this bill is successful, that all of you and the other Members of this committee will support it.

We should not be telling children they have to be served through a crime bill; they should be served through a youth development bill. I would hope that the committee recognizes that and sees that they make every effort, that this legislation is passed, hopefully with some considerations that I have mentioned about African-American and minority and Hispanic organizations especially. I think if you look at records around the country, you will see that we are—unless we bus young people there in great numbers and make noise, we rarely get the dollars; and we should not have to do that. Lives get lost when we have to wait for the resources to come down.

So I am very much in support of the youth development bill; I can't tell you how happy I was to see it come forth. Our youth have to be a priority; there is just no question about it. And I will work when I go back to make sure that others in the community know about this and make sure that they send their letters of support for this very important effort.

Thank you.

Mr. PAYNE. Thank you very much.

[The prepared statement of Ms. Watson follows:]

ELNORA WATSON

My name is Elnora Watson, I am the President of the Urban League of Hudson County in Jersey City, New Jersey. I would like to first commend Congressman Donald Payne, and Congresswoman Constance Morella for introducing H.R. 4086, for inviting me to share my thoughts.

Urban League of Hudson County like Urban Leagues around the County serve persons from infancy to their twilight years.

Of the 7000 households we serve annually, eighty five percent have children. To those 6,000 households with children the following services are served:

Youth Competency Program - Includes employability skills, self esteem, effective thinking/decision making, responsibility,

social development, and leadership in a workshop/seminar format. Participants spend three days per week in internships at the Urban League offices or are placed at a wide range of local government or social service agencies. Additional experiences include ATODA, AIDS, Violence and Teen Pregnancy Prevention, Peer Rap Groups and culture/arts opportunities.

Youth Employment Readiness Program - offers young persons a comprehensive education, pre-employment and work maturity skills program.

Earn As You Learn - provides employment for students involved in the Home Economics Co-op Program at Lincoln High. Students are identified and placed at day care centers in Jersey City. 2

Educational, SAT, Post-Secondary and Financial Aid counseling and advocacy services are provided to high school and GED students.

Substance Abuse Prevention

Since 1988 the Urban League has been offering a range of services to young persons with the overriding goal of preventing ATODA (Alcohol Tobacco and Other Drugs of Abuse). Parental involvement is a crucial element in all these programs and parent support groups are formed at service locations. We work to build self esteem and positive behaviors through education and involvement.

Somebody Cares About My Future - offers services to

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residents of five Jersey City Housing Authority sites under a partnership agreement.

Program components include:

- GED/ABE classes for 16 to 18 year old high school drop outs
- Tutorial services for in school youth.
- Vocational training and assistance.
- Sports and Recreation Involvement including organizing a summer night basketball league (in partnership with DARE and the Jersey City Boys Club), trips to New Jersey Nets and New York Mets and Yankee games and community social events (picnics, trips to parks, etc.).
- Peer leadership training programs.

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- Youth council involvement.

- Special Events: Annual County-Wide Youth Conference for 150 youth.

Annual African American Cultural Bowl for 100 boys (in 1994 Girls were included).

Annual Education Over Drugs Festivals at five public housing sites.

- Aids, Violence and Teen Pregnancy Prevention Education.

- Substance Abuse Education and Awareness

Adolescent Substance Abuse Training and Awareness (ASATA) provides substance abuse prevention services to Hudson County Board of Education identified students throug

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a curriculum designed to address substance abuse education and awareness. It is presented in schools as well as in special workshops targeting pregnant adolescents, young mothers, and children of substance abusers.

BABES (Beginning Alcohol and Addictions Basic Education Studies) is a program utilizing puppets and stories to bring our ATODA prevention message to preschool and early childhood age children. We deliver these workshops in schools, preschools, day care centers and at Urban League events. Our BABES coordinator has recently been certified as the first bilingual BABES trainer in North and South America.

Training For Parents, Volunteers and Staff Who Work With

Youth and Their Families - is in service ATODA prevention methodology training offered at no cost by Urban League staff who were trained by the National Volunteer Training Center For Substance Abuse Prevention (training of trainers program). Attending this training are staff from other social service providers, volunteers, other Urban Leagues and members of our staff.

Youth and Family Protective Services

Adolescent Servicing Center - provides counseling for teenage parents and their families that are involved with the Division of Youth and Family Services (DYFS). Teenage pregnancy is the primary focus as we address pre/post natal nutrition, parenting

skills, self sufficiency and life skills planning.

Life Skills - program teaches Independent Living Skills to DYFS identified youth that are aging out of residential foster care. The extensive experience of the staff has played a major roll in designing the life skills approaches for our Youthbuild design. It includes self awareness, personal appearance and hygiene, time management, shopping skills, budgeting skills, housekeeping skills, emergency safety skills, consumer rights, community resources, health, decision making and problem solving.

Adopt-A-Parent Program - provides support for parents in crisis where there is suspicion or charges of child abuse and/or

minors are running the household. Older volunteers are placed in the homes to provide support, serve as companions, role model positive parenting behaviors, teach life skills, initiate recreation activities, help with household chores and in general, stabilize the family. The program eases the crisis, protects the children, keeps the family intact and allows the family to heal.

Family Development Program - provides short term therapeutic interventions designed to stabilize families in crisis. The program facilitates the return of placed children to nuclear families or prevents the placement of at risk children. Crisis include child neglect/abuse, incest, substance abuse, truancy, juvenile delinquency, general family dysfunction and poor parenting skills. 9

Supervised Visitation - provides an organized approach in arranging/coordinating, transporting and supervising visits for children placed in foster care and their natural parents.

Other youth Services

HIV/AIDS Education Program - provides workshops and technical assistance at many community sites.

Advocacy and Assistance - Services are vital part of our mission in which the staff utilizes their extraordinary depth and breadth of knowledge, experience, contacts and clout to intervene in issues that private individuals lack the resources to resolve. Some issues addressed involve: housing; hopelessness; education; discrimination; careers; employment; criminal

justice; government agencies; health; and any other concerns that are brought to our doors.

VISTA - volunteers implement our Educational reclamation Project that seeks out dropouts (including homeless youth) and influences them to return to school. A natural outgrowth will be to provide assistance in recruitment and outreach for Youthbuild.

Women In Urban Leadership - is a project that is creating an urban women's leadership group by bringing together successful women and young economically challenged women.

Parenting Skills Workshops - based on CICC's Effective Black Parenting Program utilizing an achievement orientation to Black

Parenting. It teaches child management skills from within a Black frame of reference, including effective praise, effective ignoring, healthy confrontation, time out effective discipline methods. Special sensitivities are addressed to contemporary urban realities including single parent families, drugs and violence.

You will note that Urban League Programs are valued. Our services for youth represent 1 million in financial resources prevention initiatives comprise only 1190 of that 1 million. Most available resources are targeted toward remediating of youth problems.

Hugh Price, President of the National Urban League has made

youth development one of three initiatives for Urban League affiliates around this county. He has done so because we all know and have experienced what can result by targeting resources to develop positive experiences for our children. Had not a Black Baptist Ghetto Preacher by the name of Rev. Ercel Webb started an education fund before I was born I would not have gone on to a higher education. He knew that the best way to develop young people was to plan for their benefit.

It is past time for our government to take the lead in the development of our youth. We see constantly the horror and tragedy of what is now a society that cares little for its children

The Youth Development Block Grant is necessary if we are to

stop children from saying," if I grow up" and return their language to what I knew, and what you knew that when I grow up I can become.

There is one aspect of the bill that I wish to recommend some adjustment. Block grants funding in its traditional form is very difficult for African American, and Hispanics organization to access. If a youth development initiative is to truly reach high risk youth; those whom the street is their only play ground and after school activity is dodging bullets and drug dealers. You must include in this legislation the names of community based organization such as the Urban League or PACO, (in Jersey City).

You must insure that the necessary resources go to those local groups who have proven success with high risk, disadvantaged youth. Until African American and other minority organizations are named in the legislation too much time will be spent in the political process that puts minority organization at the bottom of the funding heap. I urge the passage of this bill with adjustment to insure that those of us who are front line get the the resources.

Mr. PAYNE. Mr. Richard Murphy from New York City.

Mr. MURPHY. Thank you very much. I want to thank everyone before me, behind me and beside me for what they have said, and I want to move along. I also want to say I didn't have dancing lessons and I wish I had; and I am going to talk to my mother tonight, because I think there is a real—and I joke, but I also say that it is opportunities, and that is real important, and I think that is a real important part.

I come here sort of in an odd position because I am currently actually forming something new and I want to just briefly give two of my past experiences that I think qualify me for speaking today, because I am going to talk about a couple of concerns I have about this block grant. But I want to say right up front that this is real important, and we have to do this, and I actually want to do it a little bigger, I think, in some places. So any concerns or criticisms I say are in that context of saying, this is real important.

And for 25 years I have been waiting to hear this word as opposed to all of the preventive words. Because there is a big difference between developing young people as opposed to preventing X, Y and Z; and I have spent a lot of years, I started out in 1970 developing and founding a program called Reading Centers and Children in Families. It works in Harlem and serves over 200 people and families every day, starting from one class, one schoolroom in a school-based program.

And then in the last four years—I just finished being Commissioner of the New York City Department of Youth Services where I was able to spend $40 million of new tax levied monies on youth development programs that were not connected to stopping something as opposed to developing something. And while I can briefly mention some of those initiatives—and they include Beacon Schools, which is keeping a school open literally twice as many hours as it is currently to offer a range of opportunities to the young people and their parents; New York City Youthline, street outreach, intergenerational programs.

I think the important thing is, now that we are in the eighth month of a new administration going from Democratic to Republican, I am pleased to say that all of those initiatives have been kept, and that I consider an accomplishment not just of mine, but a lot of other people who worked at institutionalizing those initiatives and buying in support that was broad-based. That is why I talk about three concerns on this legislation.

The first one is the composition and powers of the National, State and local commissions, which I think are real important to make those commissions more advisory and to involve the local and State governments much more in the decision-making power. I see this block grant as really—I used an analogy in the testimony that we have sort of got a desert of opportunity, a lack of opportunity for young people; and this block grant is the irrigation system upon which we can put a lot of the other crime prevention and initiatives that have been hanging out there. If we are to have this as a main structure of the developmental funding stream in State, city and Federal Government, we have to have it seem broader based. And if we have a commission that is made up of people who are going to be the primary beneficiaries, it will be perceived as too vested.

Now, I believe those organizations who are going to be sitting there are going to and should get the money because they are the leaders and they do the services best. But I think we have to be careful of perception and buying from a local—a larger group of people.

For example, in New York City, the organizations that would represent the National organizations would comprise about 50 of the 700 organizations that could apply for that money, or 50 of 1,000 organizations. And I don't want to have that perception.

The second recommendation—and this is much harder and trickier—is that I believe there has got to be some local government matching funds, that we have to work at that to get—buy in at the real local level so that they want to keep this going on, if they see this as a real important service.

We have been talking about how much these programs are needed. One statistic: We now have young people in school 1,000 hours, 1,080 hours a year. There are over 4,500 hours that they are not in school and awake. The best family in the country today is lucky to spend half of those hours with their children, with the number of working families, one—single-parent families. We have easily 2,000 hours where young people need a safe place, opportunities and structure; and schools are not there, they are not open. And unless we change the school system a great deal, we need this youth development structure, if we are going to develop our young people.

Japan has 241 school days a year and a longer school day, plus they have a whole system of youth development programming. So I just throw that out there, that we have to work on the localities to put in some matching monies beyond the private organizations.

The third and final recommendation is the planning process. It has to be focused on uniform data collection and current youth funding allocations. I provided an excerpt from a report I did while I was Commissioner in New York City of just showing the 17 agencies in New York City that in one way or another funded youth programs, and that was an indication of how much—not duplication, but overlap. I don't think we have too much money for young people, I think we don't have enough coordination; and I think the language about coordination has to begin first with just having easily documentable information on what exists at the local level.

We now in New York City have through this Youthline, and through the magic of computers and geo-coding—every service that exists for young people blocked out, block by block, and it can be brought up very simply on a computer—that lets us know where the gaps are. And I think this legislation can be a catalyst for this.

I mean, right away, I would like to get that list that Congressman Ballenger had of all of those programs, that those should be formatted in a way of how they are going to translate into average expenditure per youth and how does it complement other things, so that we can quickly get at that.

I think this Youth Development Block Grant can be the catalyst for this, because it is the only time we have proactive language from the Federal Government in such a positive way; and that is really significant.

So I leave with that and will look forward to working with you in the future on this.

Thank you very much.

Mr. PAYNE. Thank you very much.

[The prepared statement of Mr. Murphy follows:]

Richard Murphy, Director
Youthline America

Good Morning.

I am pleased to be testifying on the Youth Development Block Grant. While I do have major concerns about elements of this Block Grant and how it will be implemented at the local level, I want to make clear that federal legislation to support local Youth Development Programs is long overdue.

Before I go into the details of my concerns, I will give some background on myself and the perspective from which I am approaching this legislation. In 1970 I founded RHEEDLEN Centers for Children and Families, a community based organization providing comprehensive services to 2,000 children and their families in Harlem. In 1990, I was appointed Commissioner of the N.Y.C. Department of Youth Services. This city agency has the distinction of being one of the few government agencies in the country dedicated solely to providing youth development programs open to all youth up to 21 years of age.

The N.Y.C. Department of Youth Services funds 675 community-based organizations (CBO's) which provide services and supervised activities to young people -from toddlers to young adults. These programs have no eligibility requirements and do not charge fees. DYS supports these youth programs through a combination of state and city tax-levy funds. This agency is mirrored at the state level by the N.Y. State Division for Youth. A significant share of this funding is distributed by a formula to local planning bodies. This allocation process does not work as well or as fairly as the monies distributed directly by government. In addition, the programs themselves raise private funds to supplement the public funds.

Programs and services provided by the CBO's include tututoring, remedial education, adolescent health, recreation, performing arts, crisis intervention, college preparation, counseling, cultural arts, mediation, career guidance, leadership training and mentoring. Many, if not all of the local members of the National Collaboration for Youth receive funding from the N.Y.C. Department of Youth Services.

During my four year tenure as Commissioner, close to 40 million of Youth Development dollars was added to my budget. These monies allowed me to implement the following programs:

Beacons

Beacons operate during the school days, evening and weekends, offering a broad array of programs and services to young people and their families. By placing a variety of activities and services to young people under one roof, programs are better able to attract various populations within a neighborhood and offer a safe, productive haven for all community residents. These innovative school-based community centers are now being replicated throughout the country.

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BEST COPY AVAILABLE

Neighborhood Youth Alliance
This initiative brings together leadership training and community service work. Community-based organizations train young people in such areas as conflict resolution, respecting cultural diversity, and community organizing. The young people then use these skills to design and implement community service projects, ranging from recycling initiatives to community newsletters to multi-cultural forums.

Street Outreach
Programs located in neighborhoods throughout the City use outreach workers to develop trusting relationships with "hanging out" youth to bring them into programs. Additional funding allows organizations to go beyond their traditional outreach methods and make contact with those young people who are particularly hard to reach. Sometimes vans are used to assist in this work.

Youthlink
Community-based organizations located in high crime areas provide diversion, outreach, small group counseling, drug prevention and counseling, family intervention services and community service projects in close cooperation with local police precincts. This program also includes additional training and opportunities for cooperation between police officers and program providers.

Citysports
Large community-based organizations act as administrative entities to foster and expand sports and other leisure time activities among young people in neighborhoods throughout the City by purchasing equipment and supplies, keeping inventories, recruiting grass-roots organizations, organizing tournaments, and teaching coaching skills.

NYC Youthline
This is not just a hotline. N.Y.C. Youthline, staffed by trained youth, provides geo-coded resource information," listening", and crisis intervention to thousands of youth weekly.

As much as I believe these new programs are solid and based on principles long practiced by the members of the National Collaboration for Youth, I believe the biggest achievement of the last four years is that the new Republican administration in N.Y.C. is keeping the majority of these programs and consequently, institutionalizing the programs.

It is my concern about institutionalization that drives my recommendations on this proposed legislation. My recommendations are three-fold and all involve making the state and local government more integral in the planning, decision-making, and funding provisions of this legislation.

Recommendation #1: Composition/ Powers of National/ State/ Local Commissions

If this Block Grant is to be a catalyst for establishing a Youth Development System, then government at all levels must play the major role in the planning and decision process. Without government taking a leadership role this grant will be viewed as a special-interest fund. No matter what safeguards are put in place, the present structure of the Commissions does not appear inclusive or fair. If the present structure were implemented in N.Y.C., you would have 14 Youth Development organizations who would be in the position of making directly and/or indirectly the decisions of allocating the money to themselves while hundreds of similar organizations would not have the same access. Such a process would not attract other funding sources. Therefore,my recommendation is that Government must have the major decision-making role with current commission structure serving as an advisory body.

Recommendation #2: Matching Monies

A local government match should be required. By requiring a match at the local level there will be an immediate and/or long-term investment in the programs. Since the majority of the country has no Youth Development funding stream, localities will be faced with either increasing revenues or reallocating current expenditures on youth. It will not be easy to raise the local match at first, but the work and consciousness-raising that will go into this effort will compliment current work in creating an infrastructure for a Youth Development System.

Recommendation #3: Planning Process

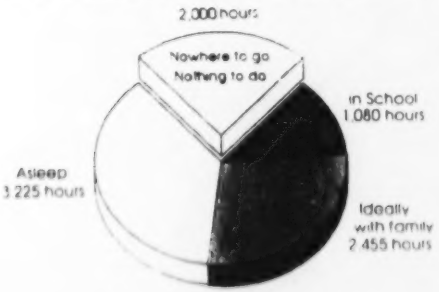
The planning process should be focused on uniform data collection and current youth funding allocations. There is an urgent need for obtaini data on how we currently spend money on youth at the national and local level. For exan e one bottom line need is a breakdown of local government budgets - agency by agency - to illustrate how much of their budget is allocated for youth. (See attachment A for a sample). If simple and standard forms are used from the beginning, the aggregate information can be a valuable tool for all of us to visualize better how we spend money on our youth. Regarding your desire to prioritize Youth Development needs this mandate in fact contradicts the underpinning of the theory of Youth Development, i.e. as an entitlement as opposed to reactive to a deficit in youth.

3.

In my 25 years working with and on behalf of youth, I've seen many good youth programs start up, do a great job, and then slowly fade away because there is no mechanism for institutionalization. Usually the source of funding is a federal or state demonstration grant that has a limited life. We need to change this paradigm; the Youth Development Block Grant could be the mechanism if there is local input at the beginning.

Currently, this Youth Development Block Grant is similar to bringing water to the barren dessert of opportunity youth face in non-school hours. The challenge is just not to bring in the water in any which way but to use this block grant as a catalyst for laying down a structure similar to an irrigation piping system that can carry more than this block grant to our youth, but become the foundation of a Youth Development System that will be viewed as a universal and needed compliment to our educational system. The chart below clearly illustrates how many hours our youth are not in school and need a " **place to go** " and " **something to do** ".

When School's Out, What Do Young People Do?



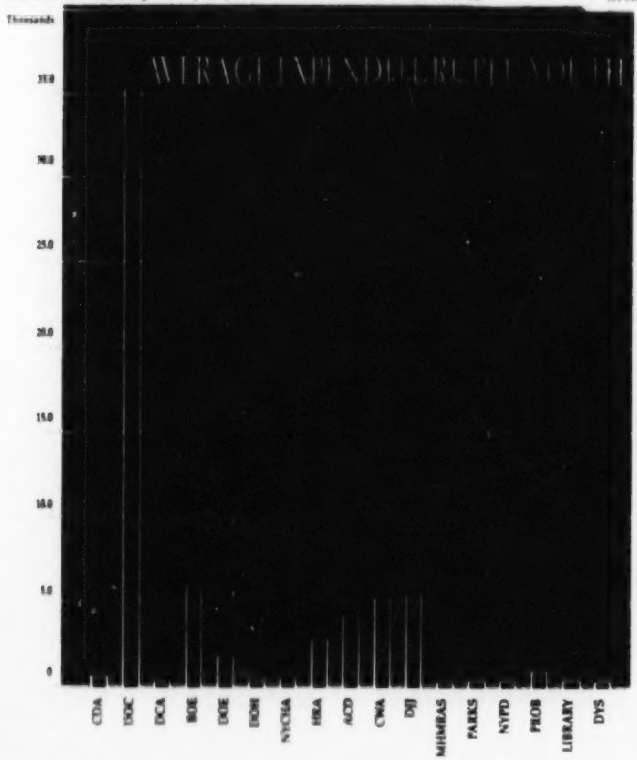
8,760 Total Hours per Year

I look forward to working with you toward creating a Youth Development System.

4.

Excerpted from: **GAP Report FY '92: A project of the InterAgency Coordinating Council on Youth; Prepared by Department of Youth Services June 1993**

ATTACHMENT A



CDA	Community Development Agency	DJJ	Department of Juvenile Justice
DOC	Department of Correction	MHMRAS	Department of Mental Health, Mental Retardation, and Alcoholism Services
DCA	Department of Cultural Affairs		
BOE	Board of Education		
DOE	Department of Employment	PARKS	Department of Parks and Recreation
DOH	Department of Health	NYPD	New York Police Department
NYCHA	New York City Housing Authority	PROB	Department of Probation
HRA	Human Resources Administration	LIBRARY	New York City Public Library
ACD	Agency for Child Development	DYS	Department of Youth Services
CWA	Child Welfare Administration		

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Mr. PAYNE. I appreciate the testimony from all three of you.

I would allow Congressman Ballenger to begin questioning. I would like a copy of that book, too.

Mr. BALLENGER. I was just trying to ask, whose book is this, and I find out it is his. We will check and see about that.

I would like to ask each of you, because I asked the other panel, and I don't think I ever got an answer as to how much Federal aid they got. In fact, I think basically they all came and said, there is too much paperwork, too much red tape; you have got to jump through too many hoops to make it worthwhile to even try.

And I don't know how many programs we have at the present time, and you kind of said the same sort of thing. I think the City of New York, surely you have the people that know how to jump through hoops and stuff. The rest of you might actually be on the outside looking in. But could I ask you?

Ms. WATSON. Well, I am from Jersey City, and we get no block grant funds or Federal dollars for youth services.

Mr. BALLENGER. Lynn?

Mr. SWANN. For Big Brothers and Big Sisters of America, we have not received Federal funds. We are currently applying for funds through the juvenile mentoring program which is in the crime bill, for JUMP; and also for the community service funds.

But most of the funding we have for all of our programs comes from foundations—you know, some of our agencies are associated with United Way and have some funding there—but from the local boards and from fund-raising programs.

Mr. BALLENGER. And surely you can tell me that there must be some youth—funds that we have in the Federal Government right now, before the block grant, that the City of New York has figured out how to get.

Mr. MURPHY. We do. We are not as good as we should be. Actually Texas, I think, is almost the best State for getting Federal funds, because we are modeling a new grant program of grant-getting program on their State.

But the kind of money we get now is really what I call deficit kind of money. If there is a deficit in a kid, there can be money, and that includes some juvenile justice funding, homeless and runaway. If a kid runs away from home, we get some money. If the family becomes dysfunctional, we can get the Family Preservation and Foster Care Prevention mandated prevention monies. But it is based on a deficit within the child or within his family.

So we do get it, but there is not any truly proactive youth development monies, that should be tied to all young people, I think, in the same way.

Mr. BALLENGER. And you all gather—I am a Republican, and I see that here we have got a real thick book of programs available for youth, and in any way that it can be done; and I am sure in the educational area there must be some use of the Federal funds. But I see "Big Brother" up here in Washington, as we pass programs here that are going to solve individual problems; and we draw up lines and regulations and make everything—make you jump through every hoop in the world to get some of this fabulous money that you can only use in this little teeny, specific area.

The block grant idea is, in my considered opinion, probably one of the most constructive ways that we would ever go about it. If we just can stay away from drawing the rules and regulations that make it so impossible to get the money.

And I would hope that—I know that Mrs. Morella and I—wait a minute. Here we—in case you want to buy the book now, it is $15 a copy. But it is Targeting Youth Source Book, Institute for Educational Leadership, 1001 Connecticut Avenue, Northwest, Suite 310, and so forth. We brought the order forms for you too, if you would like. And we did provide something constructive out of this hearing.

But I have found over and over again, when I was a county commissioner back home, and we were trying to do things constructively, and the Federal Government money was there. But it was sort of like if you want to run a sewer line, you had to go through some clean water area and apply for money and then you couldn't use it the way you wanted to use it, so we finally just gave up.

And I think that is what has happened to our youth programs, that even though there is money available at the Federal level, we have put so many strings and various and sundry ways of restricting the usage that we aren't providing anything except jobs for people here in Washington. That is kind of a negative approach to this thing, and I think it makes Connie's idea and the one that you all are supporting much more constructive.

With that, Mr. Chairman, I will turn it back over to you.

Mr. PAYNE. Thank you very much.

Mr. Chairman, would you like to conclude, and I will give the seat back to you when the hearing is adjourned, or would you like to ask——

Chairman OWENS. Go right ahead.

Mr. PAYNE. All right. Then you have the time.

Chairman OWENS. I am sorry I had to be absent, but I have read your testimony, and I just have one question, and that is, a lot of the Federal programs are geared toward schools and programs for youth are funneled through schools. In the old community action program for which I was once Commissioner in New York City, one of the principles that the Federal Government insisted that we follow was to always link up our youth programs somehow with the schools, because the schools are the number one youth program of America, where whether we like that idea or not, they have more to do with youth than anybody else.

And I would just like for you to comment on how you think schools can be helpful, or are they a hindrance, or are they competitors for funds, but they produce no results in the direction that you want to go? Just overall, how you see yourself interacting with the schools?

Mr. SWANN. Chairman Owens, first of all, I like to try not to use the word "competition," because I think what the National Coalition on Youth is attempting to do is to combine and create a positive coalition, not to compete for funds, but to address the issue of how to get those funds channeled to those organizations—be they schools, church organizations, community organizations—who are out there doing the work.

I see the schools as a great place to begin. Certainly, maybe, they aren't the hub that they used to be for our youth to always be in school. We need to reopen some of those doors of those schools beyond school hours and access some of those facilities so that other community-based programs necessarily aren't having to look for a place to go for their programs and their services.

Certainly, Big Brothers and Big Sisters of America, we have over 500 agencies across the U.S., about 70 of those agencies are housed in collaboration with Boys and Girls Clubs, a YMCA, a YWCA. We have school-based mentoring programs wherein our foundational programs, which is a one-to-one relationship between a young person and an adult male or female; we have large group mentoring programs that we do in conjunction with schools. So I think certainly there needs to be that continued collaboration.

I don't see education as a hindrance, except in those areas where a school can't, for financial reasons or some other reason, or is unwilling to help facilitate some of the community-based programs. But certainly I think there is a great deal of collaboration that is done and can continue to go on between our educational systems and existing programs.

Ms. WATSON. I have a concern as to whether urban school districts have a commitment to at-risk youth. In Jersey City, which is the largest city in the community I serve, the graduation rates for freshmen who entered in 1990 and were supposed to graduate in 1994—one school, 36 percent of those entering freshmen graduated; another, 55 percent, 59. The academic school only had 71 percent. And I have found that programs that are in—at least the public school districts that we work with, tend to deal with children who are not going to give them a lot of problems. And so the highly at-risk youth don't necessarily get served, and they end up dropping out or getting pushed out and causing very expensive problems in the community.

So I am not at all too happy about that, unless there is some kind of language which mandates that they work with community-based organizations who end up getting these children that they don't want to serve or are not serving.

Mr. MURPHY. I want to just reiterate what you said, Congressman, about whether we like it or not, we have to realize the schools are where young people are and they have the most time and the most money for young people. And the community groups that are represented here today have to have equal access to that structure, as well as the space.

One of the things, as I mentioned earlier, were the Beacon Schools, where we literally in New York paid for community-based organizations to manage programs more hours in that school building than the school personnel were in it. And it has begun to change the dynamic and the sense of community ownership in those schools, and that is what we have to work toward, that the school is not a separate entity and may or may not allow people. And I think making sure that money is allocated for community programs should be not just—sometimes just goes to schools. I think community-based organizations have to have equal access to that money, not just in this legislation, but a lot of other legislation.

Chairman OWENS. Thank you very much.

Mr. PAYNE. Thank you.

Mrs. Morella?

Mrs. MORELLA. Thank you. Again, this has been a wonderful panel and, I think, a great hearing, where the people who really have been working at trying to face the challenge have been here to tell us.

You mentioned, Ms. Watson, the need to make sure—and you alluded to it too, Mr. Murphy—make sure that the money would go to those areas that need it most. And within the bill, there is a formula for the States and there is a formula for the local communities, and the formula is one that will include within it the number of youth in the State compared to the youth and the numbers in all of the States; the allocation in terms of the number of youth from low-income families in the State—you know, as it is done nationally—the extent to which there has been an increase in violent juvenile crime in the State since 1990; and the same thing with the localities. So there is an attempt to try to make sure that there will be accessibility in those areas which deal mostly with our at-risk areas—rather than at-risk kids, the at-risk areas.

I would like to commend you, Mr. Murphy. The bill in terms of any specificity—I was very interested in the comments that you had with regard to where you think there could be or should be some changes. Maybe some of them are addressed, and if they are not, would you share it with us?

Mr. MURPHY. I shall, yes.

Mrs. MORELLA. And the same thing with you, Ms. Watson, since you work with—we think it has been crafted well to try to make that accommodation; and when I talk about redirecting some of the resources, it is because of what we have said during this hearing, that there may be monies that we are not utilizing that are already there that should be directed toward this block grant.

Of course, the Federal Government can put more money in as the program progresses, but the point is to do some reallocating now and to also make the money go further. But I would agree with you.

And, Mr. Swann, I am sorry I didn't mention the number of scholarships that you have given. I was aware of it, and I meant to, so I am glad that people know that you have given of yourself in so many different ways.

As you have traveled the country, what are you learning? As you go into different locales with different people, is there a similarity?

Mr. SWANN. Well, what I learned in terms of my travels in visiting with the agencies and doing work for kids is that it is very much a struggle, that the children look for role models. I don't necessarily mean that they are looking to athletes, looking to entertainment people.

But you know, in order to break the mold—if a child is born into this world in less than fortunate circumstances, in order to break the mold, they have to be shown a way to break that mold. And they are looking for some positive reinforcement, some guidelines, some model to emulate before they begin thinking confidently on their own. And they are not getting it; they are just not seeing it enough.

You know, for a Lynn Swann that might be in the community for one day and leaves, you know, who takes over? And it is not necessarily a good role model.

Mrs. MORELLA. Would you not all agree that the media doesn't make any special positive contributions when you have got programs like the Geraldo programs and all of these big scandal kinds of things. They see these, not as fiction; this is real life stuff—that is, the extraordinary, bizarre, aberrant behavior that is before them.

Mr. SWANN. They see these things, but I think probably one of the fundamental problems is that in our society of convenience—and I think that is what we have become, you know, when it is convenient, even if it costs more, we don't care, it is convenient, so we do it—the kids look at TV, they look around them and they see what is convenient, they see what is easy to look at and digest.

They don't see the hours that congressmen and women and our politicians spend preparing, researching, getting ready to do the work that you do on the Floor, before you come to that point where there is a press conference on an issue.

They have not seen, you know, the Michael Jordans or the Joe Montanas spending hours as a child or as a college player and a professional working day in and day out. They do not hear about the sacrifices their families make, that when a Joe Montana doesn't have a good game, his daughter goes to school and someone says, well, your dad stinks, and she has to deal with that burden.

They don't see the hours and years of near starvation and working three and four jobs that people in the entertainment business go through before they are, quote-unquote, "an overnight success."

We do not see—our youth do not see the work that goes into being successful. They think you wake up, you turn it on, you get a break and it happens; and it doesn't work that way, not for any of us.

They don't know that the custodian who has been working at the same job for 35 or 40 years is a productive role model, because he had a goal and a job and he provided. He did it without the flash and dance; he just did it day in and day out. He didn't have a job that was putting his life at risk, or if he brought a child into this world, working at something that maybe he wouldn't come home, and his son or daughter would say, well, where is dad? Well, dad is not coming home ever because dad is dead because he was selling drugs; or you know, dad or mom is in jail because they got caught doing what they weren't supposed to have done.

That man is a role model, the people who are working day in and day out, and we need to get that message over to our kids.

You know, we all fail. Every one of us here has failed at something. You know, our success in life and who we are is not going to be determined on whether we won the election or whether we won the game or made more money; it is going to be determined on how we handled our failures. Did we pack it up and go home? Did we choose an easier out?

We have got to teach our youth that it is okay to fail, because there are other opportunities. Given that ability, let them know the work that is required and give them the tools, then the day-to-day

needs will be taken care of, and we will produce a generation of society that will live its dreams, not just its needs.

Mrs. MORELLA. That is beautifully stated. We live in an instant society of I want what I want when I want it, and if I don't get it, I will tear the place down; and that is what you are trying to avoid.

I just want to ask Mr. Murphy and Ms. Watson if they have any final comments.

Ms. WATSON. Only that this is very, very important legislation. The idea of developing our future—because that is what our youth is—needs to be known among not just people here, but throughout the Congress, that this is our future, our youth. We are not talking about something abstract, we are talking about our future; and the youth development legislation is very important.

Mr. MURPHY. I just want to say well done for getting it to this point, and I hope you really use it as a catalyst to bring in other parts of Federal funding and make it more cohesive.

Thank you.

Mrs. MORELLA. Thank you.

Thank you, Mr. Chairman.

Mr. PAYNE. Thank you. Let me ask a question or two, since I deferred to my colleagues.

And I would like to also commend you, Mr. Swann, for the fact that—giving scholarships for ballet rather than send them to learn how to paint a building or put a nail in. As you know, Booker T. Washington had the big debate about whether every black person should go to a manual training school that Booker T. had talked about in those days; and DuBois talked about the fact that we should give some scholarships for ballet, so to speak. And so that is still a debate. But let me commend you for your work.

And all the things that we have heard a lot about, it is so difficult to get money for prevention or development, whichever you want to call it; the old saying, the stitch in time saves nine, which no one seems to say any more; with the crime bill, I know we have strong proponents of the crime bill. It was basically, first, let's build the jails, that sounds good; three strikes you're out, let's get them in off the street; 60 death penalties, that will show that we are tough on crime.

But I always said that that original concept of the crime bill wasn't going to do anything to prevent crime; it was simply going to take care of the criminal after the crime is done. Many criminals needed to be taken care of after the crime was done.

But this whole question about prevention, just like I guess you, Mr. Swann, would really know. They used to say the best offense is a good defense. If you prevent them from scoring, you can't lose, and then if you happen to flip one, in fact, they may win. And so—it is so hard, though, to get to this whole question of how to stop things from happening.

Annually, for the last 24 years, we have had a Congressional Black Caucus, which is a conference now. It used to be a weekend; it has gone now to a week. Our theme this year—I am the Chair and have had the opportunity to suggest the theme and work with it—is Enhancing Our Youth for a Better Tomorrow. And one of the

key components is dealing with just what you talk about, mentoring.

We are going to have a mentoring luncheon, which I would like for you to, if your schedule permits—it is around the 15th of September—to participate in, because we are going to have successful African-American role models with 500 or 600 youngsters from the Washington DC. area, just to sit at the table with a person like yourself or Representative Owens and other outstanding persons in the country. We are going to follow through all year with this group of 500 or 600 that are here already, that we will follow up.

We are also going to do research to find out what really works and what doesn't work, and where the successes are, so that we can make this available to participants that will be coming down—to 10,000, the people that usually participate in this, because we can't think of anything as important.

We are even going to have a Youth Congress where we are inviting young high school students from each of the congressional districts where African-Americans serve to be a part of a Youth Congress; and then young adults from colleges, several days later to come down. So we are getting serious, very serious about this whole question of prevention and development.

And I would just like to commend you for what you are doing. And, of course, I know what Ms. Watson is doing, that is why she is here.

Let me just ask a question of Mr. Murphy. He indicated that he felt in the second of the three points you talked about that there should be some local government matching funds. Now, we listened to Ms. Watson talk about a bankrupt system of educational system in her town of Jersey City. As a matter of fact, it was so bad that it was the first school system taken over by the State; and unfortunately, it seems as though the school system in my town may be taken over in the next week or two.

But she has gotten no Community Development Block Grants ever. Ms. Wallace gets a little pittance, because the harder you lobby, the better you do with CDBG. I think it is the best way to go. At least it gives cities an opportunity to do what they think is best with the money; and it is not the strings that my colleague, Mr. Ballenger, talks about.

You know, a city council and a mayor can put it wherever they think it ought to go. Unfortunately, in all instances, you just don't have thoughtful mayors and city council people. I served on a city council. I know. And I also served as a county commissioner.

How do you prevent Ms. Watson, who is shut out already because they don't get any Community Development Block Grants, if then you are asking the city not only to decide to give her some funds, but you are asking the city to put up some money to participate in this program; what happens to a person like Ms. Watson in Jersey City?

Mr. MURPHY. Well, I think if we put in the right kind of language, and it would flow from Federal to State to local, county or city, on some guidelines that would give her access to applying; and in return, I think the localities have to give some money. And why I think that is important is that I think we have to start thinking we are building a developmental system that is as important as

school, and that we have to struggle through that; and if we are going to have that, if we believe that, then the local places have to give money and think of this as important as school, as a police station, as a fire station, and call this a youth station, if we are going to have, you know—and that is the way I think we have to start thinking.

Because if there is not local buy-in, the moment this money, you know, maybe gets turned into something else or the appropriation goes down, the local match will just—say it did, I should say, the local match is still there; and I believe, knowing from some experiences in New York, that once you create certain program models out there that people like, it builds a constituency that will go to the city council members and say, we want to keep this money in. I mean, I know that it happened in New York this past spring in a way that had you a Democratic council with a Republican mayor, and there was so much lobbying done by groups like Ms. Watson's that it did have an impact; they kept the money in there and they thought of that as important.

And I know it is hard. On one level it is, you know, well, let her raise the money. But that is hard, too, for Ms. Watson to raise money, because there are only so many foundations, and you are the favorite flavor of the month one year and then next year they are on to something else.

Mr. PAYNE. Okay.

Mr. MURPHY. That is not an easy answer, but it is what I think is real.

Mr. PAYNE. Well, if anyone else wants to comment, we certainly will look into that.

As indicated, there would be a match required from the local agency, but then to have the official city or county or State agency to get involved, I just see that as being something of a problem. But we had the hearing so that we can hear from the people in the field, and we certainly will take all of your suggestions very thoroughly and carefully.

Well, I think that—let me just conclude by once again thanking my colleague, Ms. Morella, for co-authoring this Youth Development Block Grant legislation. Hopefully, we can get cooperation from the other side of the aisle to see how we can work on the funding.

Mrs. MORELLA. I think he is sold.

Mr. PAYNE. Well, that is great. He is for block grants as long as it doesn't cost anything. We have to try to keep him on our side. We are going to assign Mrs. Morella to Mr. Ballenger.

But once again, I thank the Chair, Mr. Owens and Mr. Martinez for allowing us to present the bill at this time, and thank all of you once again for your participation.

This hearing stands adjourned.

[Whereupon, at 1 p.m., the subcommittees was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF HON. ROMERO-BARCELO, A RESIDENT COMMISSIONER IN CONGRESS FROM THE COMMONWEALTH OF PUERTO RICO

Mr. Chairman, I would first like to commend the gentleman from New Jersey and the gentlewoman from Maryland for introducing H.R. 4086, the "Youth Development Block Grant Act of 1993." I agree that there is a pressing need to give our at-risk youth greater opportunities to develop the physical, social, moral, emotional and cognitive skills needed to excel in today's world. I also believe that we must offer these young people a chance to get off the streets and encourage cooperative youth development.

Today's inner city youth live in a war zone. They face day to day challenges dealing with violence and crime in their community. At times these children are not even safe in their own neighborhoods, schools or even their homes. The threat and reality of violence is only one of the problems that today's children must endure. They are also affected by teen pregnancy, child abuse, neglect and poverty. We have a responsibility to provide these at-risk youth with the opportunity to strive for a better future.

The "Youth Development Block Grant Act of 1993" targets low-income communities and supports the local initiatives which build on the strength of community-based organizations. It would certainly seem that the best way to resolve some of these problems with our at-risk youth is through community-based orgainzations. With our help these children may be able to help themselves.

Mr. Chairman, I welcome these witnesses and the opportunity to hear from them and to take their personal experiences into consideration as we further discuss this bill.

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